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**FIRST REPORT**

**A  
PRELIMINARY  
PLANNING  
STUDY**

**FLATHEAD**

**INDIAN**

**RESERVATION**



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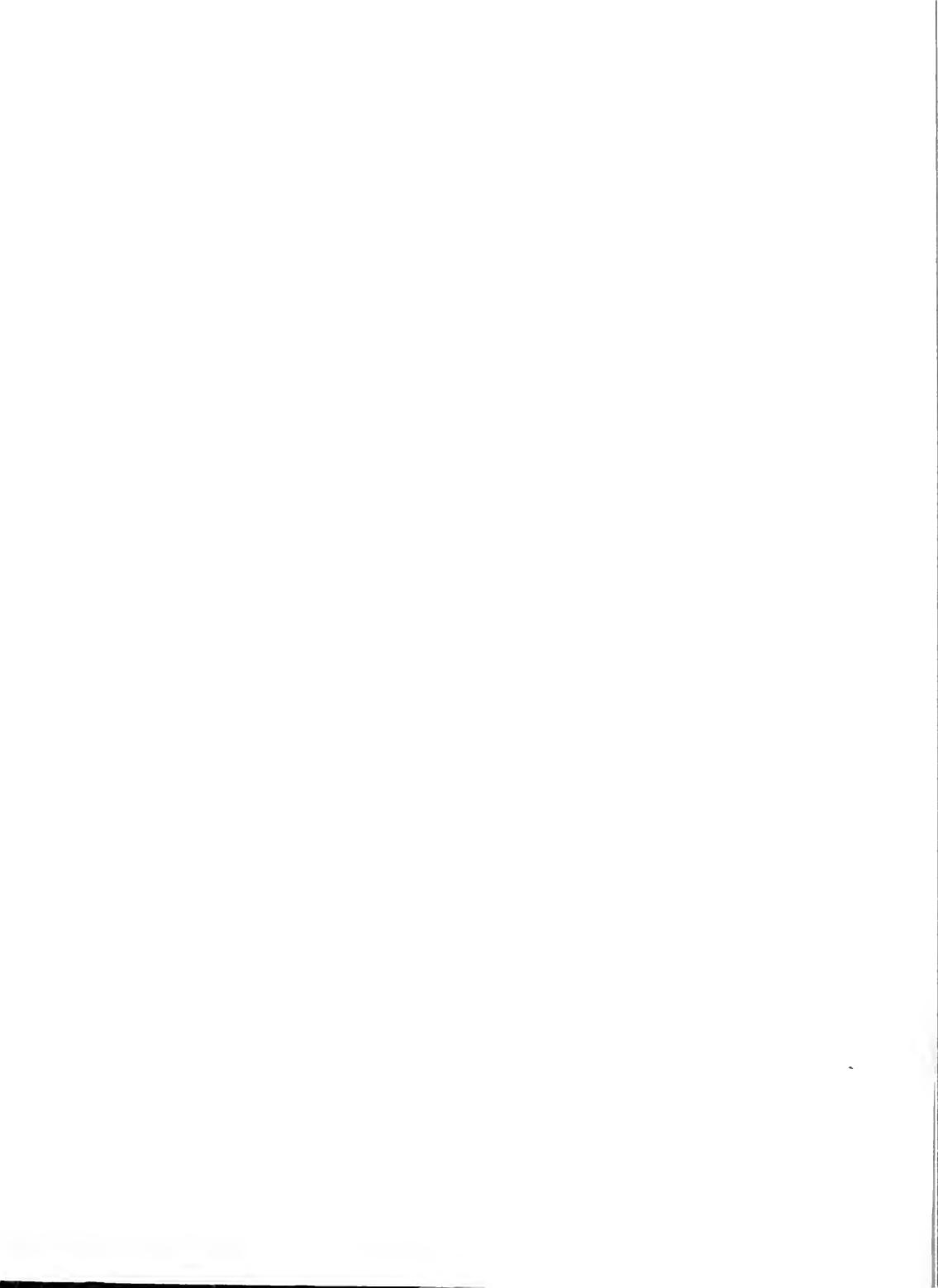
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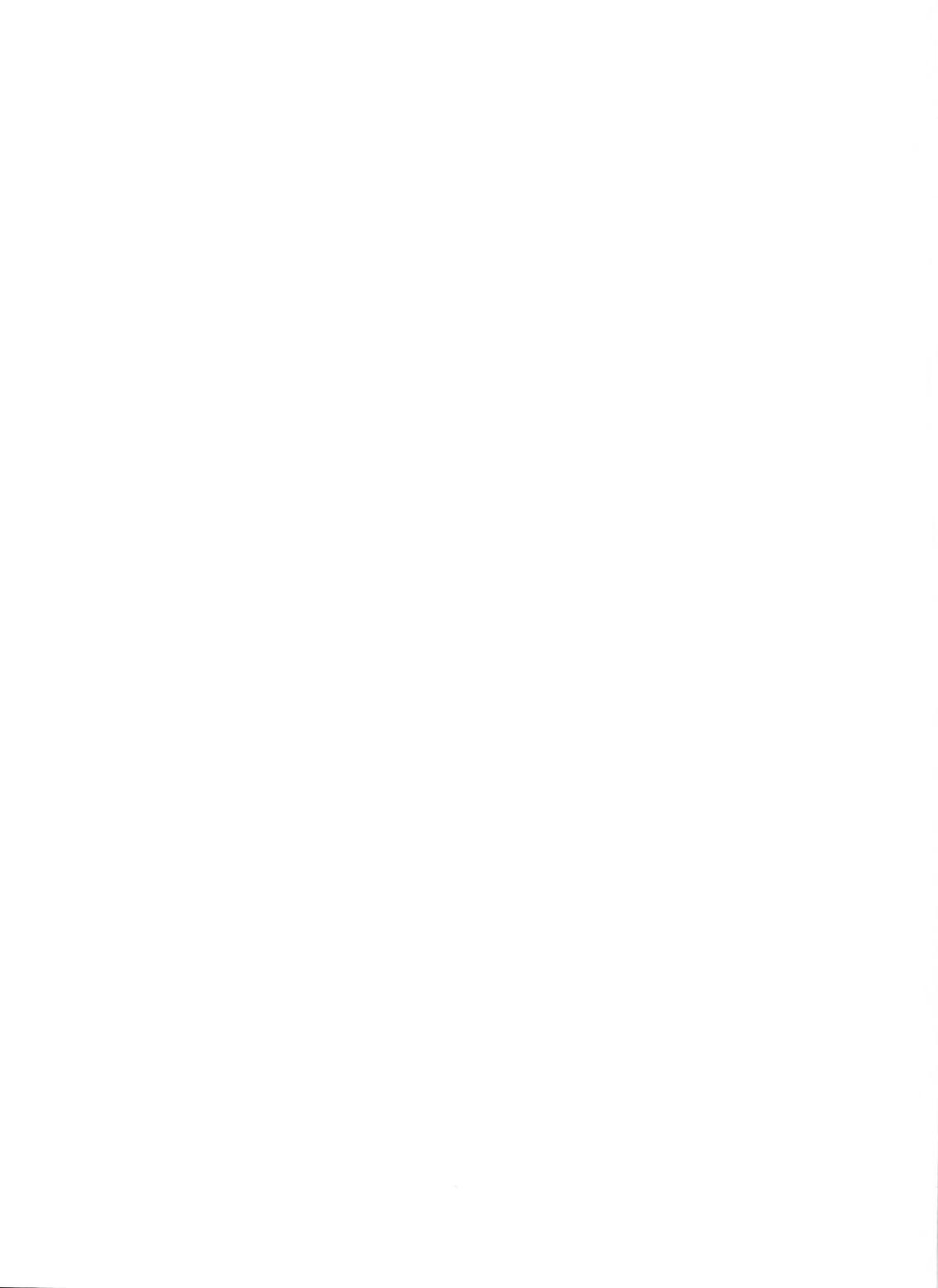
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## CHAPTER I

### INTRODUCTION AND HISTORY

As illustrated in Figure 1, the planning area boundaries coincide with the boundaries of the Flathead Indian Reservation. This reservation, when originally established by treaty of July 16, 1855, at Hell Gate, Montana Territory, reserved for the use and occupation of certain specified Indian tribes and bands a land area of approximately 1,248,000 acres. However, over the years, the Indian owned land base has declined to approximately 615,000 acres.

Although the treaty of 1855 provided for establishment of a "general reservation" for the Flathead Nation, the various Indian tribes and bands subject to the treaty provisions did not move onto the reservation lands until 1872. The past one hundred years of reservation living have forced upon the people of the Flathead Nation many changes. The traditional Indian way of life of a century ago has given way to an Indian life style indistinguishable today from that of the "average American".

The members of the Flathead Indian Reservation are a fortunate people today, even though 50% of their original land area has been taken from them as a result of Federal Government management. The remaining land is rich in natural resources and scenic beauty and needs only to be developed in accord with well conceived plans to provide the tribal members with a sound, self-sustaining economic base.

The planning effort which this report documents extended from July, 1972 to September, 1973. All work was performed by a resident planning staff working out of office facilities located at the Flathead Indian Agency. Prior to the establishment of the planning office, comprehensive planning had not been introduced to the Flathead Indian Reservation. As a result of the planning



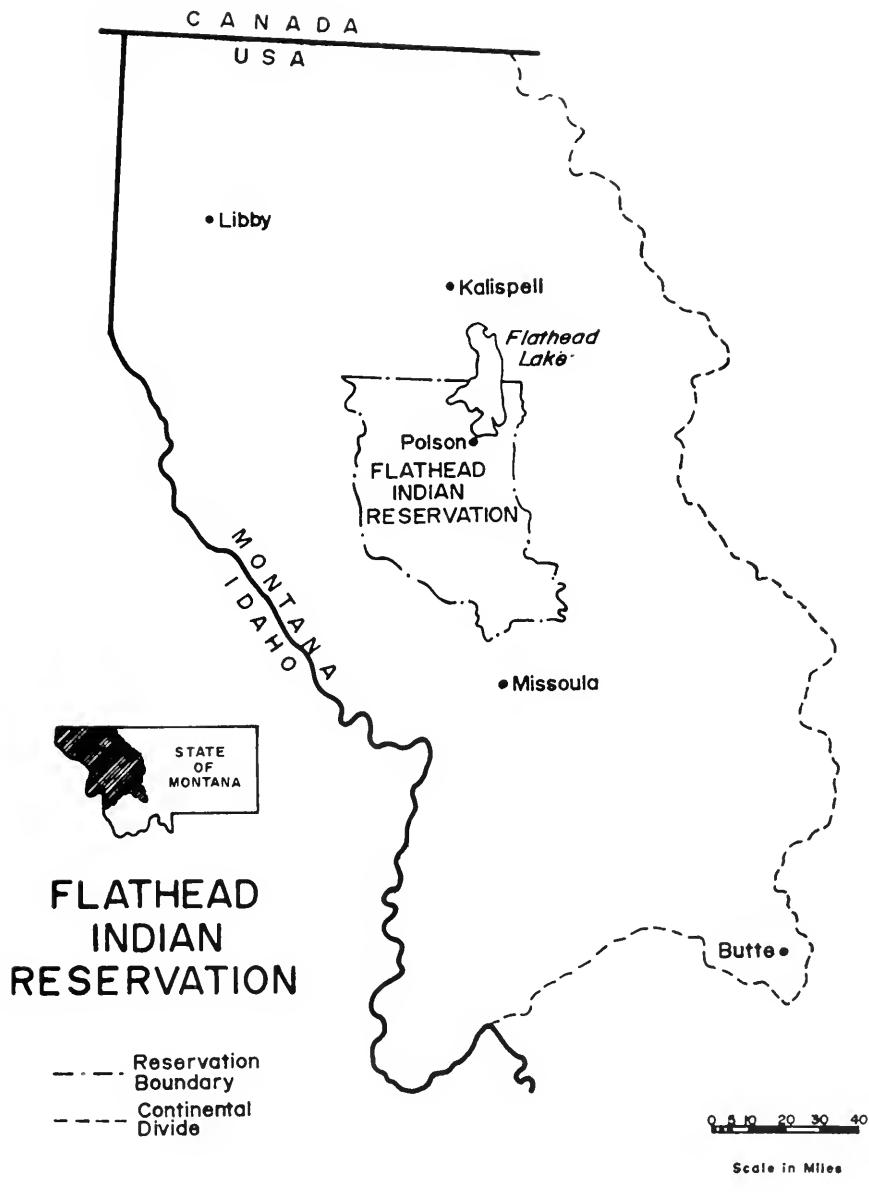


Figure 1



process, the value of planning and the usefulness of planning personnel were not clearly understood by either the tribal members or their elected officials. Consequently, the planning office was unknowingly bypassed in regard to its function of providing supportive assistance and information on an as-needed basis to the tribal government. With continual involvement in the comprehensive planning process, then will develop the necessary working relationship whereby tribal government will incorporate the planning office in its routine operations.

Because comprehensive planning is a new and untried program on the Flathead Indian Reservation, the planning program necessarily involved considerable effort in accumulation and preparation of background information. In fact, the development of a library of pertinent and suitable planning information was the most important work accomplished during the initial planning year.

In very broad terms, several objectives were designated as important work areas around which the first year's program should center its activities. These objectives, developed in recognition of the fact that neither time nor available funding is sufficient to permit the completion of an implementable comprehensive planning document during the first planning year, suggested a work program outlined to provide both planning data and a planning board for a continuing program. The broad objectives to be accomplished under the first year's contract are:

- Provide a means for the Indian peoples to identify, define, and prioritize problem areas.
- Provide a means for the Indian peoples to establish goals and objectives for the betterment and development of human, physical, and natural resources.
- Establish a preliminary program of goals and policies to guide and assist future development of resources on the reservation.
- Enable the Indian peoples to coordinate the development of their resources in harmony with their own capabilities and the programs of other federal, state and local governmental agencies.



The actual program work elements undertaken by the planning staff, in accomplishment of the planning study objectives, consisted of:

- The collection and filing of basic planning data for future reference and as source information for the development of a continuing planning program. This information is referenced and filed in the planning office at the Flathead Indian Agency.
- The preparation of planning documents delineating historical and present developments of the reservation's physical, natural and human resources, community facilities and public services, economic development and governmental activities and operations. This information is found either within the text of this report or is contained on the system of maps and overlays especially prepared as a part of the project.
- The system of maps and overlays consists of a mobile, self-contained, back lighted, vertical display board with attached hanging frames for ten mylar overlay maps and three base maps. The maps and display board are located in the planning office at the Flathead Indian Agency.
- The organization of a Citizens Advisory board consisting of residents of the reservation.
- Beginning the preparation of preliminary plans, programs and reports to guide the establishment and implementation of resource development programs. The summary and conclusion developed as a result of this work element are contained within the text of this report. The physical data is contained on the system of maps and overlays which are located in the planning office at the Flathead Indian Agency.
- A study of tribal government organization and operation for the purpose of explaining methods for improving or extending the present system to function more efficiently and responsively to the problems created by growth and development of the reservation.



## CHAPTER II

### POPULATION

#### The Confederated Salish and Kootenai Tribes

The Confederated Salish and Kootenai Tribes has been the organization maintaining the Indian estate since 1935. Basic to that relationship is blood Quantum.

#### Tribal Enrollment

The first tribal roll was established around 1906 for the purpose of making land allotments to tribal members. The first three decades of tribal enrollment, from 1910 to 1940, maintained a fairly stable level. The dramatic doubling of the enrollment rate in the fourth decade, 1941 to 1950 was due to a change of enrollment policy in December of 1942. From December 1919 the rolls had been closed for per capita payments, and from February 1920 the rolls had been closed for allotments. In December 1942 the rolls were again opened for per capita payments.

For twenty two years prior to 1942 many people did not concern themselves with being enrolled or enrolling their children. When the value of enrollment became apparent, a backlog of people, who had never been enrolled, applied for enrollment and were accepted.

In 1951 tribal legislation requiring  $\frac{1}{4}$  degree blood quantum of the Flathead, Pend O'reille, or Kootenai Tribes put a new limitation on tribal enrollment. It took until 1960 for the new enrollment legislation to be strictly enforced.

Over a period of sixty years the Tribal enrollment has



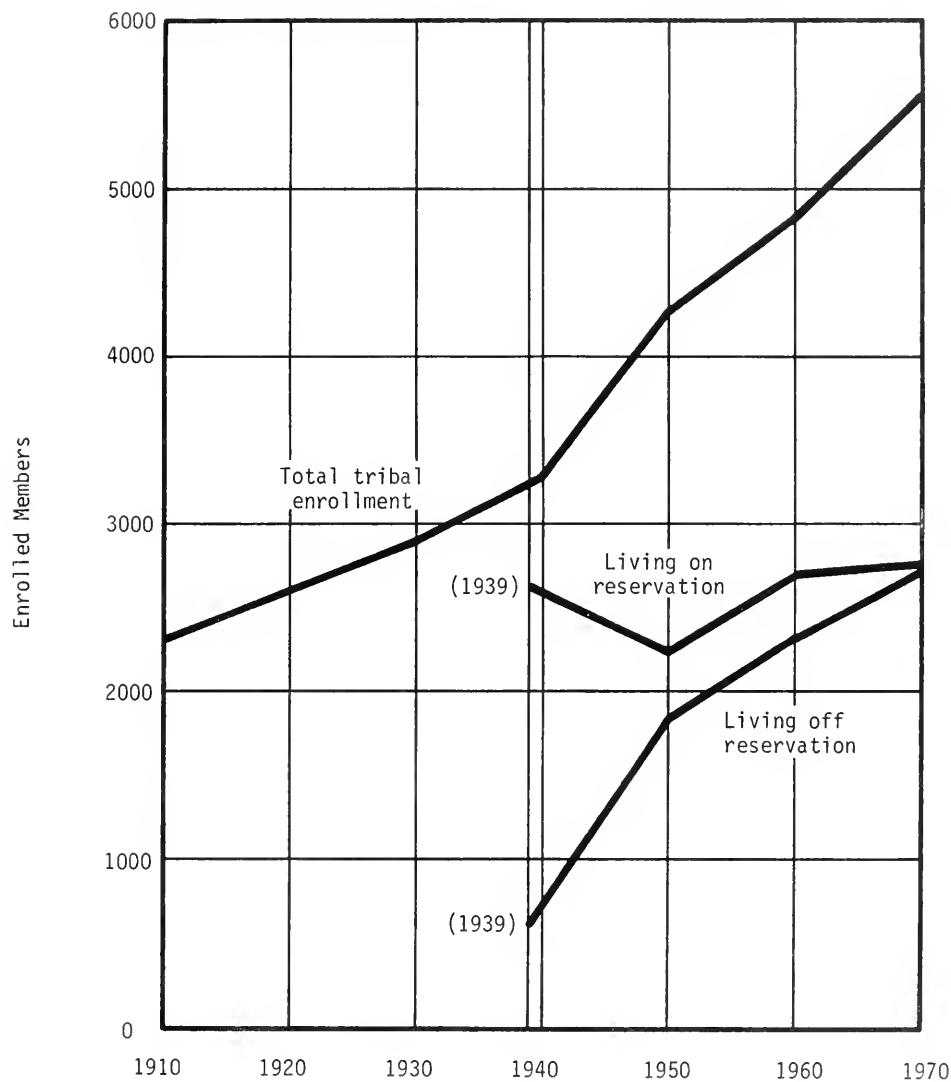
grown at an average annual rate of 2.4 percent. This growth rate is declining, as indicated in Figure 2.

Until 1939 over eighty percent of the membership remained on the reservation. At that time many members left the reservation primarily to go to school, and then returned to their reservation at a later time. World War II took place between 1941 and 1945, at which time labor shortages occurred throughout the urban centers of the nation, and greater freedom of movement took place. By 1950 almost half the enrolled members were living off the reservation. This almost even split of enrolled members on and off the reservation has maintained itself for the past twenty years. Table 1 below shows the Indian Population in the four counties and tribal enrollment.

TABLE I  
TRIBAL ENROLLMENT AND INDIAN POPULATION IN FOUR COUNTIES

	1940	1950	1960	1970
Lake County Indian Population	1,740	1,418	1,477	2,199
Sanders County Indian Population	515	454	406	384
Missoula County Indian Population	196	225	376	660
Flathead County Indian Population	45	75	117	327
Total	2,496	2,172	2,376	3,570



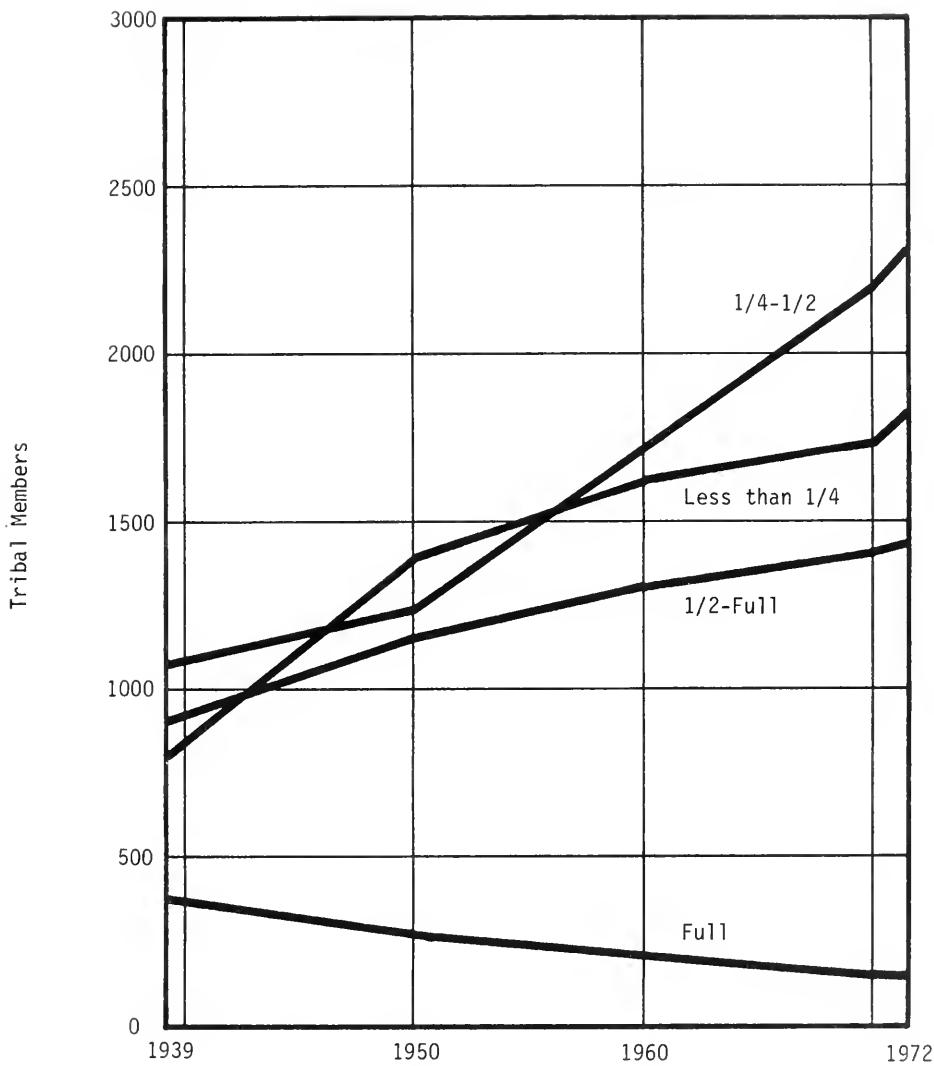


Source: Tribal Rolls

TRIBAL ENROLLMENT  
and  
RESERVATION RESIDENCE COMPARISON

Figure 2





Source: 1930-1970 BIA Report and 1972 Tribal Census

#### TRIBAL BLOOD QUANTUM

Figure 3



Total Enrollment	3,285	4,125	4,933	5,547
Flathead Indian				
Reservation				
On Reservation	2,559*	2,166	2,620	2,769
Enrolled Mem.				
Off Reservation	649*	1,959	2,313	2,778
Enrolled Mem.				

\*Indicates 1939 figures, as available

Source for Indian Population from United States Census

Tribal Enrollment from BIA and Tribal Census

The Indian population in the four county area in 1950 is very close to the on-reservation enrolled membership. In 1960 a variation takes place, which ironically showed a higher population of enrolled members on the reservation than the total Indian population in the four county area. There were 801 more Indians in the four counties in 1970 than there were enrolled Flathead Indian Members. Consequently, racial statistics cannot be used in national census. It is possible that people having mixed racial background gave different information about themselves to the census takers in differing censuses. In addition, in 1951 the Flathead Indian Reservation Tribal Council established the membership qualifications, whereby those having one-fourth Indian blood quantum were considered eligible to be tribal members. (See Figures 2 & 3)

The pure American Indian can rarely be found, even on an Indian Reservation. Of 5,643 members in 1972 only 180, or less than three percent of the entire Flathead Indian Reservation Membership constituted the full-blood Indians. On the opposite extreme, 1,711 members had less than one-fourth Indian blood. Table 2 shows the Tribal Blood Quantum by percent of membership.



TABLE 2

## TRIBAL BLOOD QUANTUM BY PERCENT OF MEMBERSHIP

	1939	%	1950	%	1960	%	1970	%	1972	%
less than $\frac{1}{4}$	888	28	1,392	34	1,626	32	1,698	30	1,711	30
to $\frac{1}{2}$	1,039	32	1,243	30	1,654	33	2,206	39	2,285	40
to Full	938	29	1,192	29	1,391	28	1,461	26	1,467	25
full	343	11	298	7	262	5	183	3	180	3

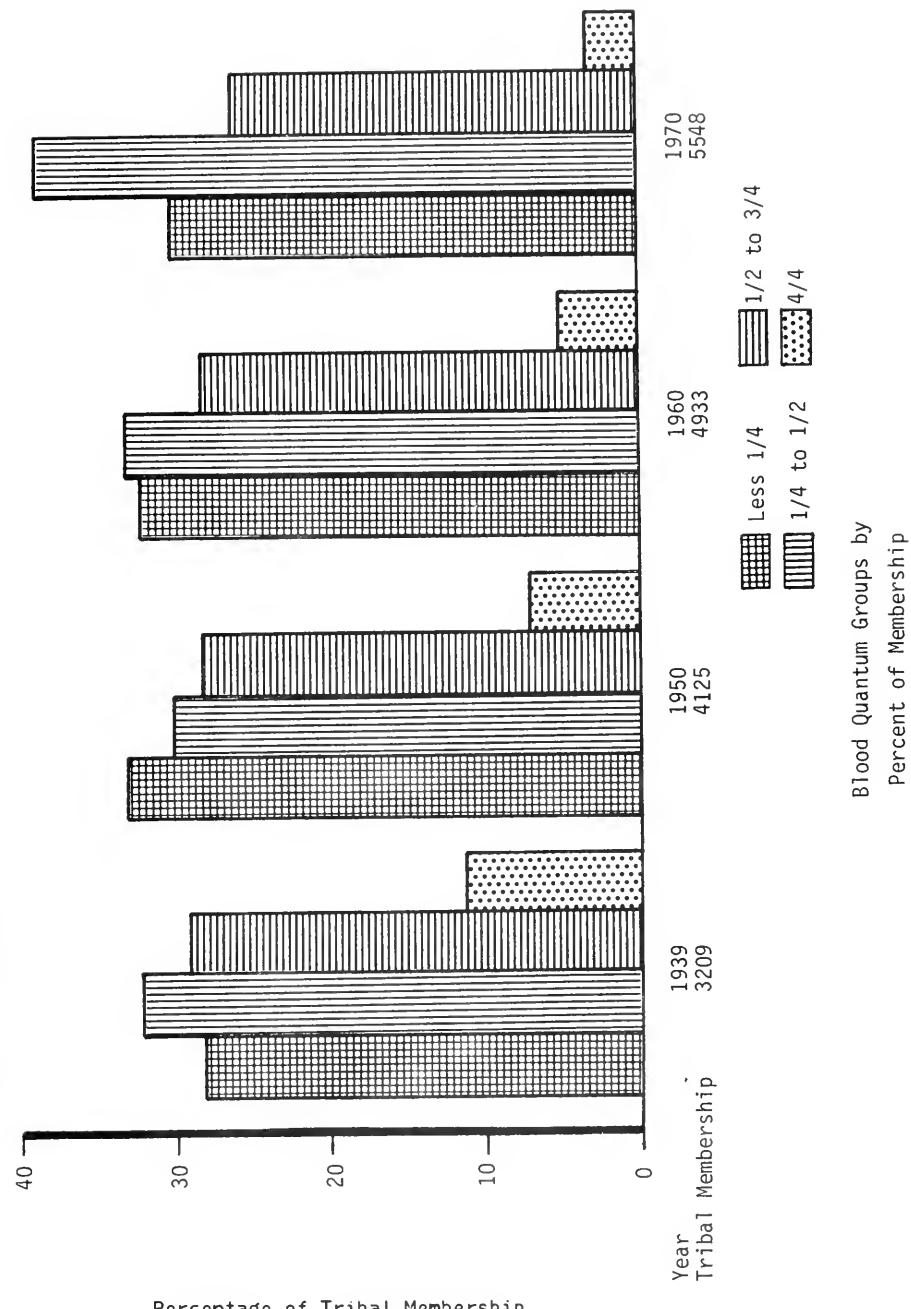
Source 1939-1970 BIA Report, 1972 Tribal Census

The existing trends for the population of the Flathead Indians is shown on the graph, Figure 3. To project the population of the Tribe for the future would depend upon a number of variables, such as:

1. Will the Tribal Council, in the future, maintain the policy that only those who have  $\frac{1}{4}$  Indian blood quantum be eligible to remain as members of the Tribe? (This means that those not born with  $\frac{1}{4}$  Indian blood quantum would not qualify for membership, while those already members would remain members.)
2. To what degree will inter-marriage between Flathead Indians and others continue to take place, further diluting the make-up of the Tribe?
3. Will the 50 percent membership split of on reservation Indians and off reservation Indians continue for the foreseeable future?

It is impossible to predict any of the future decisions of either the Tribal Council or the mobility of individual tribal members. For this reason no true projections of future population can be made.







The graphic presentations in Figures 2 and 3 show the growth rate for past years indicating present trends. The less than  $\frac{1}{4}$  group shows a steep loss in growth rate from 1939 to 1960 which reflects the enrollment act as well as blood quantum dilution. The past ten years have shown a tapering off of this decline; however, if the  $\frac{1}{4}$  enrollment rule is to remain, then this less than  $\frac{1}{4}$  blood quantum group will eventually be completely lost to the Tribe.

All blood quantum groups indicate a downward movement in their growth rate. By 1980 it appears that all groups will experience an actual numerical loss and the tribal membership will begin to decline at an accelerating rate.

#### Residents on the Flathead Indian Reservation

The residents on the Flathead Indian Reservation include both Indians and Caucasians. Other races provide such a small percentage of the total, as to be insignificant, at least for the purpose of this study. The permanent population on the reservation breaks down into Indians and non-Indians having respective population of 2,969 and 19, 525, in 1970. Of the Indians, 200 are not tribal members. Summer growth increases the total population by about 2,000 people, most of whom have summer homes in the area.

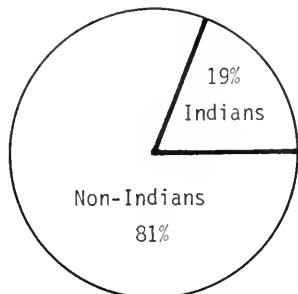
#### Seasonal Residents

Some Indians have a seasonal residence but there is no data on this. Experience seems to indicate that the most significant seasonal population flux is in the non-Indian population who have summer residences on Flathead Lake. There are an estimated 2000 people who assume summer residence on Flathead Lake within Reservation boundaries. See Figure 5.

#### The Non-Resident Tribal Members

Non-resident members exercise a major influence over life and land on the Flathead Indian Reservation at about three different levels.

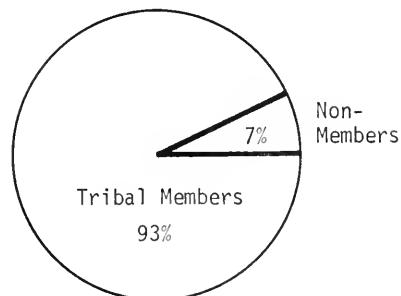




Winter Reservation Population

$$19\% = 2,969$$

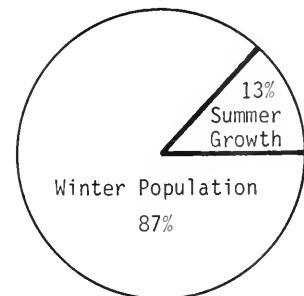
$$81\% = \frac{12,525}{15,494}$$



Indian Reservation Population (Winter)

$$7\% = 200$$

$$93\% = \frac{2769}{2969}$$



Summer-Winter Population Change

$$13\% = 2,000$$

$$87\% = \frac{15,494}{17,494}$$

Source: 1970 U.S. Census  
 1970 Tribal Rolls  
 Indian Health Service  
 U of M Geography Department

#### 1970 RESERVATION POPULATION

Figure 5



1. Those who live adjacent to the Reservation and frequently return using the Reservation land and services, besides having some political voice and land ownership rights.
2. Those who live further away than adjacent to the Reservation and will return to live here, besides now exercising some political voice and land ownership rights.
3. Those who live further away than adjacent to the Reservation and will not return but exercise some political voice and land ownership rights.

#### Analysis

This report will concentrate its analysis on the reservation Indian population. Since 93% of the Indians on the reservation are tribal members this analysis will for the most part be a description of the on-reservation tribal members.

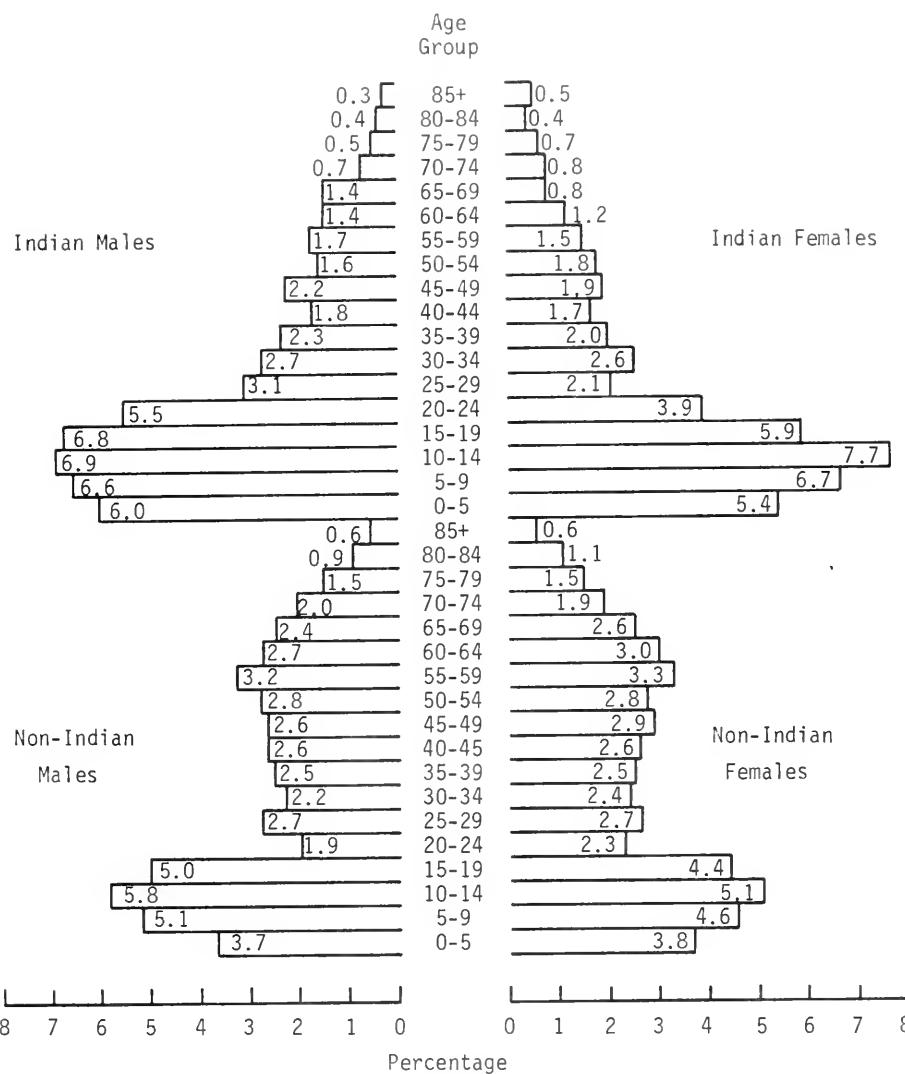
#### Age - Sex Distribution

The age - sex pyramids in Figure 6 illustrate some strikingly different facts between the white population and the Indian population on the reservation.

The Indian population is considerably younger than the white population. One half the Indian population is under 19 years old, while one-half of the white population is under 34 years old. (See Figure 7). This indicates that program emphasis should be oriented towards the youth. Not only is the major part of the population young but obviously many are leaving the reservation as young adults and not returning because adequate opportunities on which to build a satisfying future are not available to them on the reservation.

The Indian population has considerably more people in economically unproductive age groups (under 19 and over 64). See Figure 8. This indicates that Indians have larger households and therefore greater domestic need than white households. For example, Indian homes should have more space, more facilities and larger water and sewage capacities than white households.



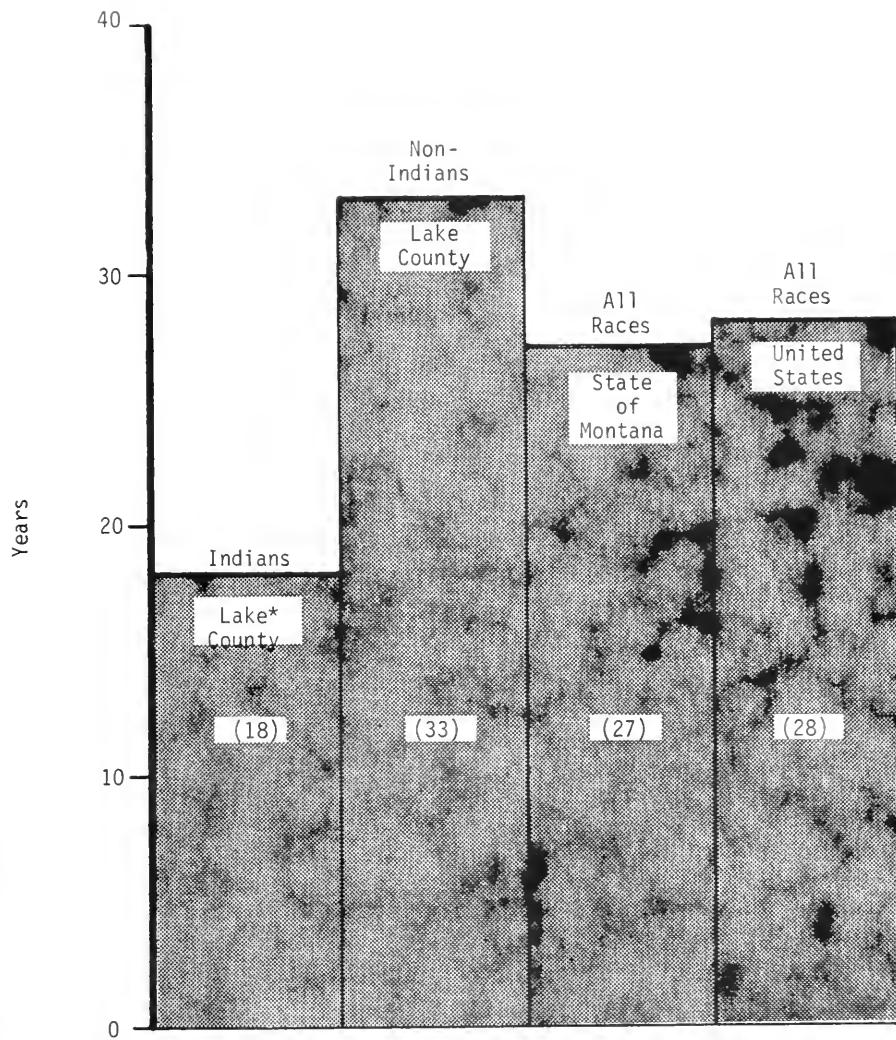


Source: 1970 U.S. Census

AGE-SEX DISTRIBUTION  
LAKE COUNTY  
1970

Figure 6





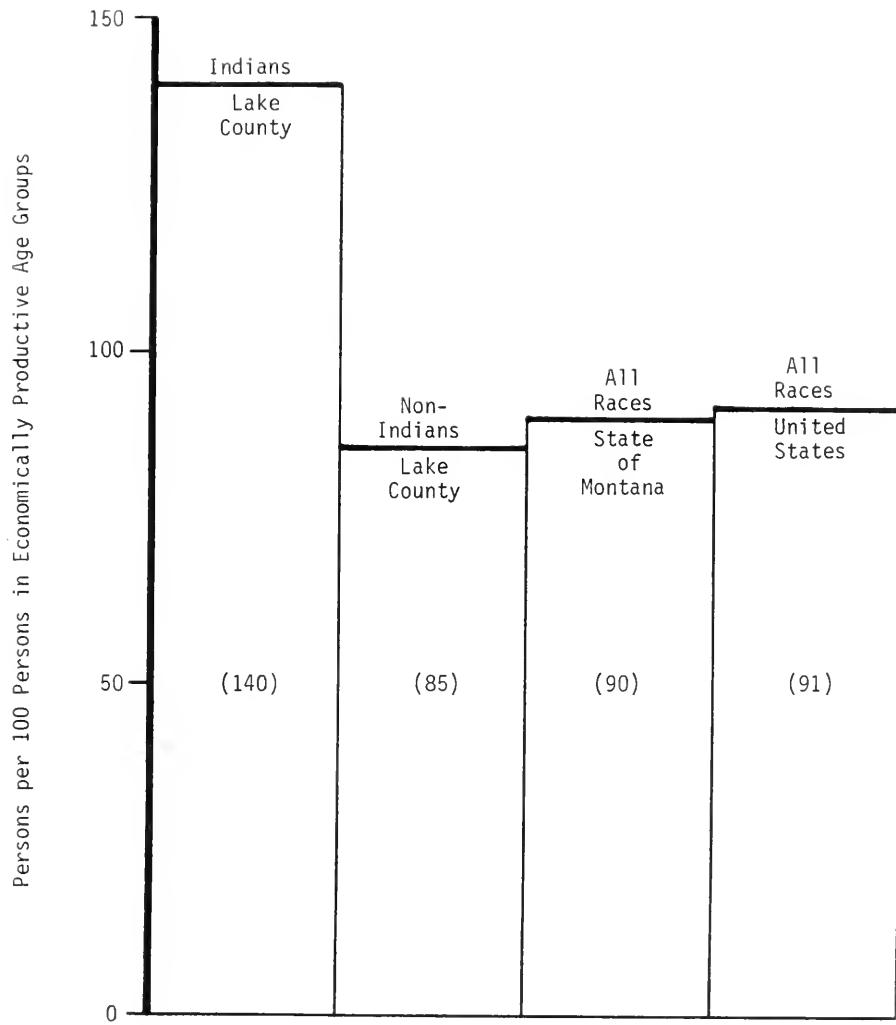
Source: 1970 U.S. Census

\* Medians for males and females were averaged

MEDIAN AGE

Figure 7





Source: 1970 U.S. Census

PERSONS IN ECONOMICALLY  
UNPRODUCTIVE AGE GROUPS

Figure 8



Indians also need larger incomes or additional means of support if their households are going to live at the same economic level as white households

The make-up of the age-sex pyramid is controlled by three main factors birth, death and migration. The lower or younger portion of the pyramid reacts most to the birth factor. The middle portion from young adulthood to middle age reacts most to the migration factor. The upper portion from middle age to old age reacts most to the death factor. Viewing the pyramids from this perspective it can be observed that some noticeably different trends between the Indian and white populations exist.

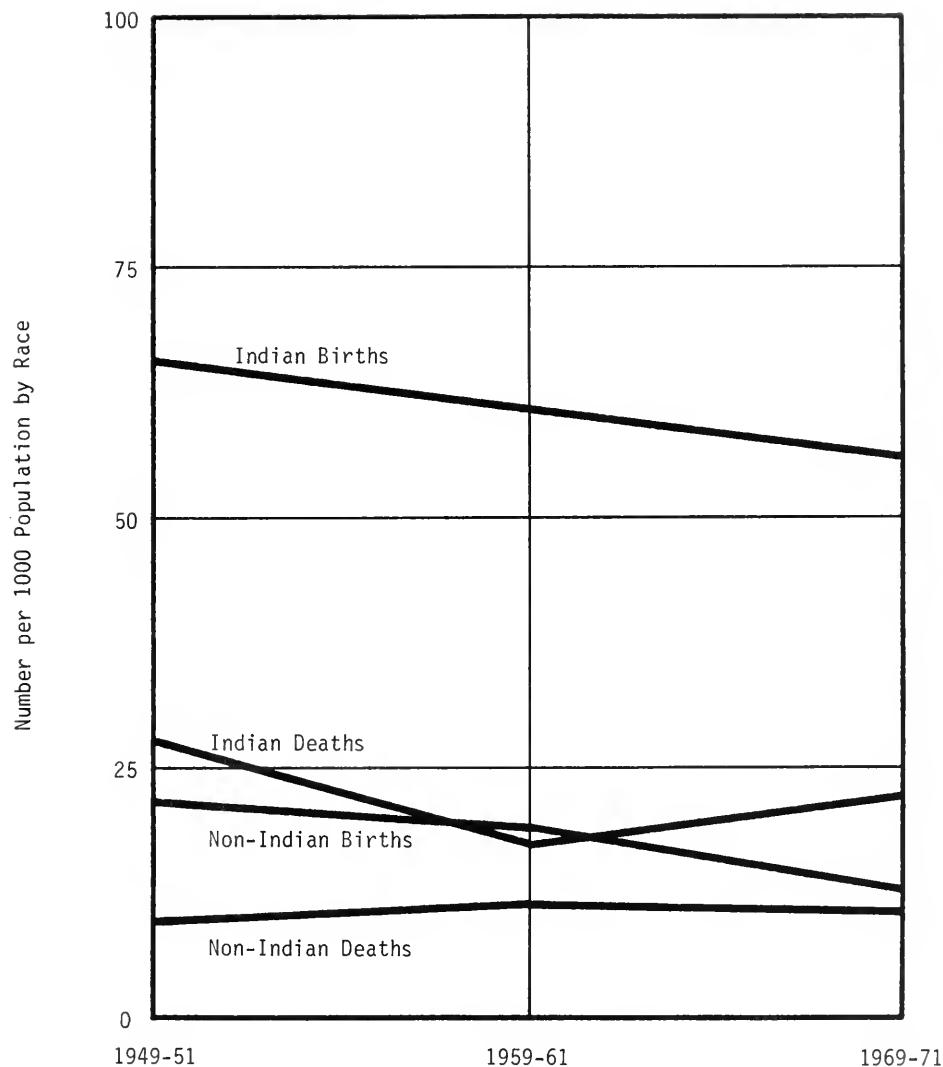
The Indian birth rate is considerably higher than the white birth rate. This could contribute to building a higher ratio of Indians to non-Indians in the reservation population if migration forces are controlled. (See Figure 9)

Indians tend to migrate off and remain off the reservation more than whites. To keep these people on the reservation new and more opportunities should be developed, especially in regard to employment.

Indian females tend to migrate off and remain off the reservation more than Indian males. Indian age groups from infancy through 14 are balanced between the sex's, but Indian age groups from 15 through 40 show a total of 4% (119) more males than females. Indian females also begin migrating off the reservation sooner than Indian males. For increasing the reservation Indian population it will be important to decrease this trend because females bear children. It might help to establish a high enough male income for as many males as possible so that male Indians will be able to adequately support marriage partners and offspring. Another aid might also be to establish enough job opportunities in light industries, sales, or service type businesses so that females can supplement male income.

Whites tend to migrate into the reservation more than Indians. Some are returning after education and military service to make their homes on the reservation and raise families. Some overflow from the crowded urban areas. Some are retired people establishing their retirement homes.





BIRTHS AND DEATHS  
LAKE COUNTY

Figure 9



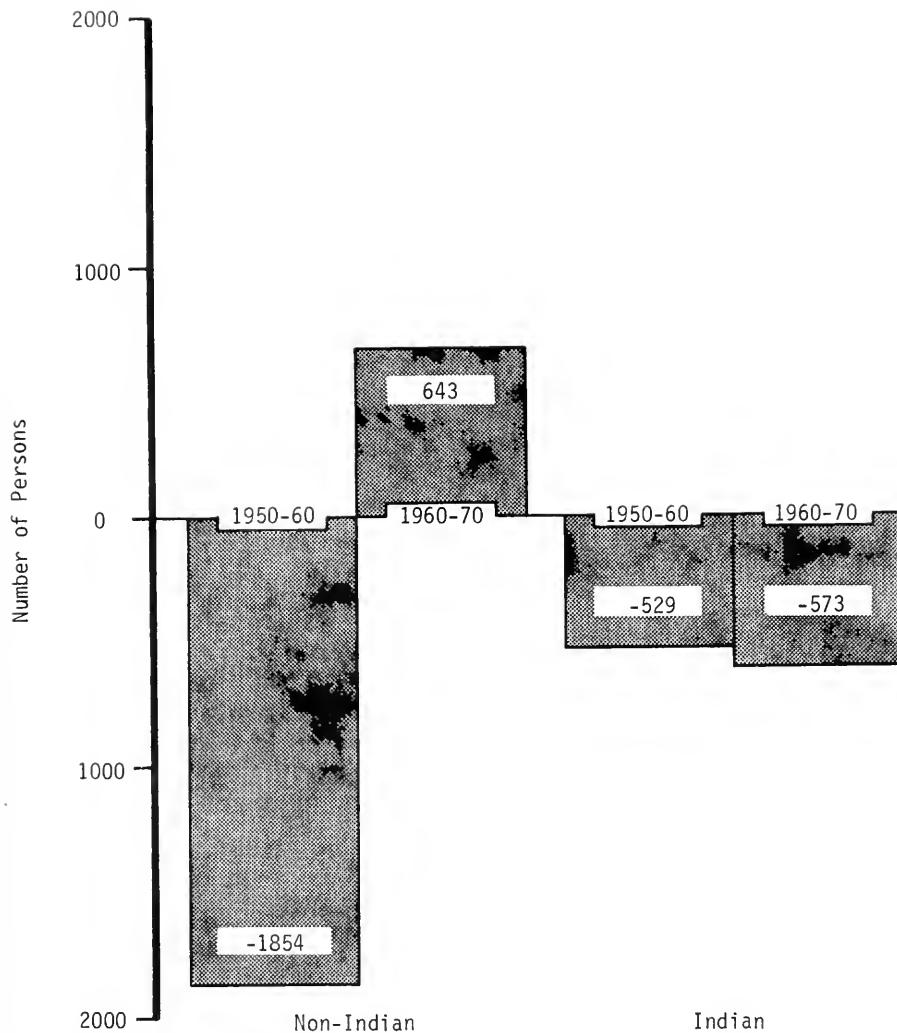
The natural increase rate for Indians in the 1950's was about five times greater than for non-Indians. In the 1960's the Indian natural increase rate was about nine and one-half times greater than the non-Indian rate.

Migration (Figures 10 and 11)

During the past twenty years Indian and non-Indian migration patterns have been considerably different. The Indian migration pattern has been one of moving off the reservation at a constant rate. The non-Indian migration pattern took this same outward direction in the 1950's but was still outpaced  $2\frac{1}{2}$  times by the rate of Indian out-migration. In the 1960's non-Indian migration reversed its direction to that of moving onto the reservation.

In Figure 11 one can plainly see the importance of migration to the future of the Indian population. The Indian population's intense natural increase is almost being cancelled out by an equally intense outward migration. While at the same time, the non-Indian population is experiencing an increased rate of growth through in-migration.



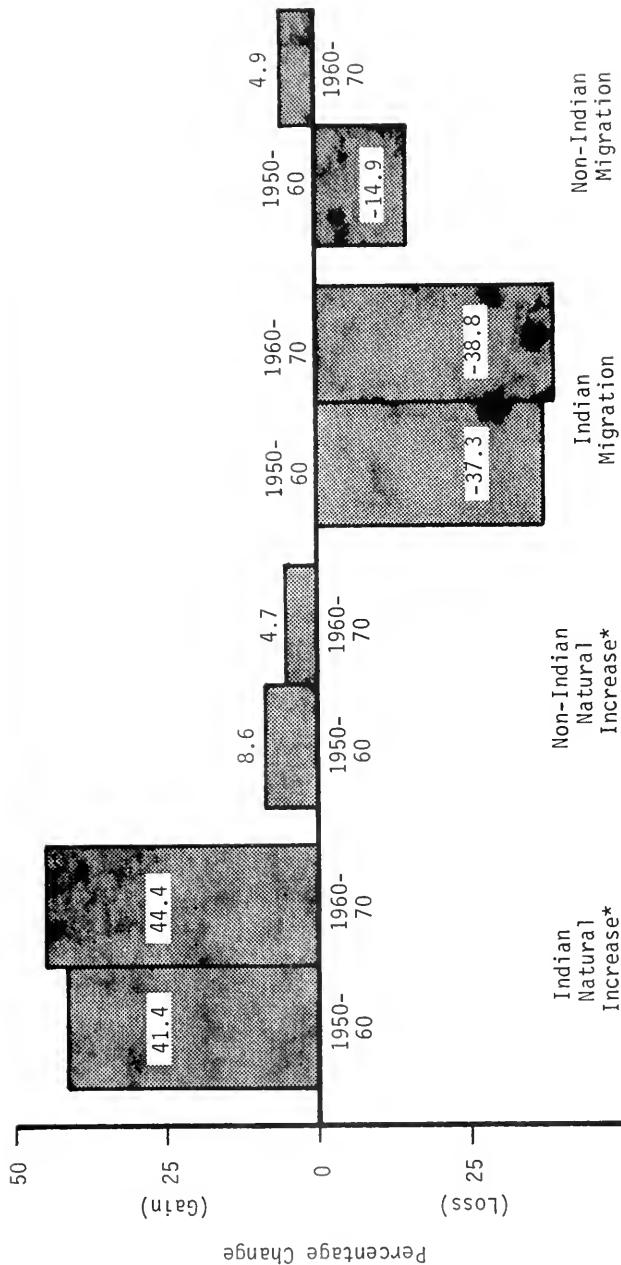


Source: 1970 U.S. Census  
Montana Bureau of Records and Statistics

MIGRATION TO LAKE CITY

Figure 10





\* Natural Increase equals births minus deaths

Source: 1970 U.S. Census  
Montana Bureau of Records and Statistics

#### LAKE COUNTY POPULATION GROWTH FACTORS

Figure 11

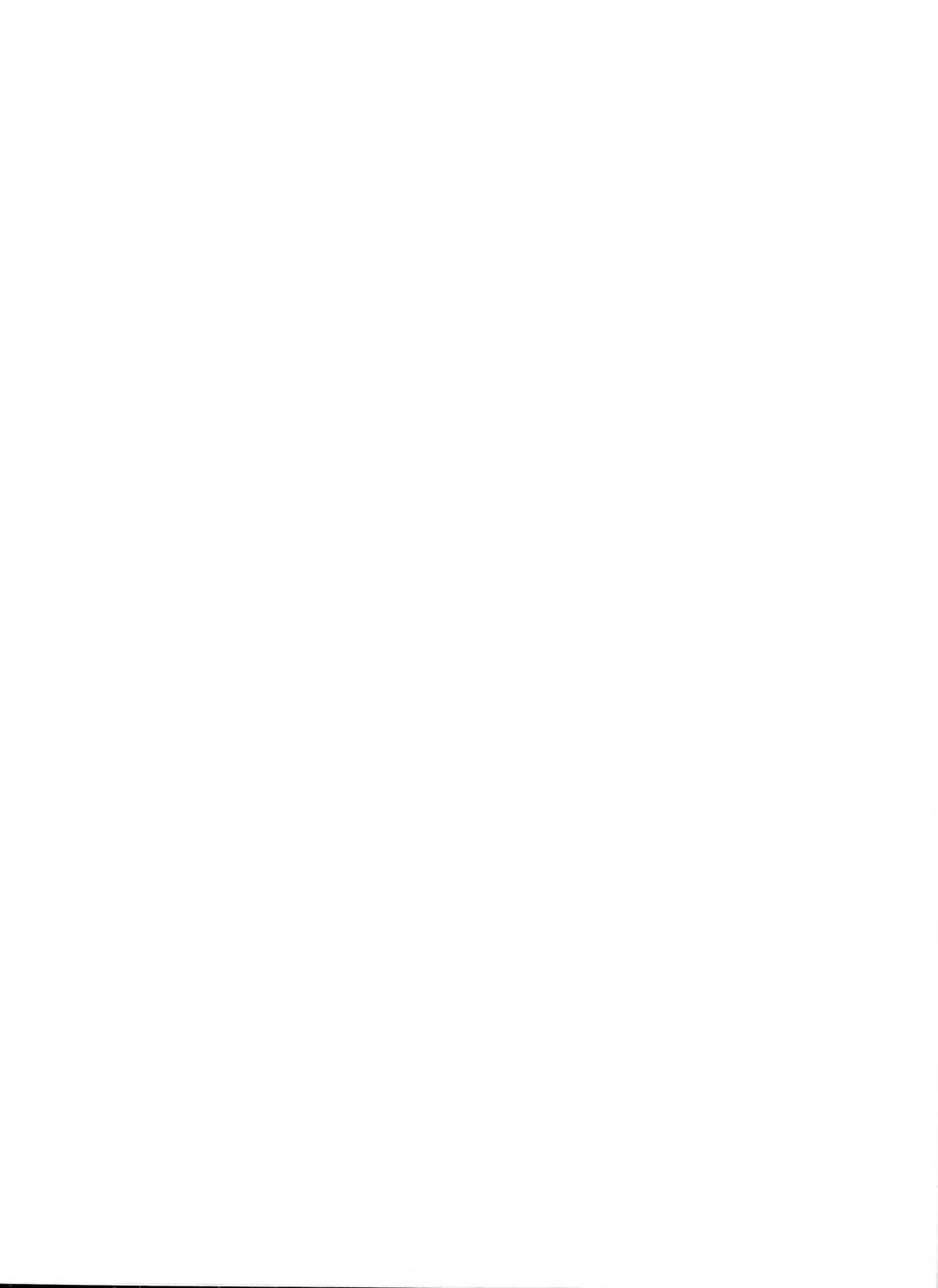


TABLE 3-POPULATION GROWTH FACTORS

1960-70

Indian

Natural gain 656 or 44.4% of 1960 population  
Migration loss 573 or 38.8% of 1960 population  
Actual net gain 84 or 5.6% of 1960 population

Non-Indian

Natural gain 615 or 4.7% of 1960 population  
Migration gain 643 or 4.9% of 1960 population  
Actual net gain 1258 or 9.6% of 1960 population

1950-60

Indian

Natural gain 588 or 41.4% of 1950 population  
Migration loss 529 or 37.3% of 1950 population  
Actual net gain 59 or 4.1% of 1950 population

Non-Indian

Natural gain 1064 or 8.6% of 1950 population  
Migration loss 1854 or 14.9% of 1950 population  
Actual net loss 790 or 6.3% of 1950 population

Sources: 1970 U. S. Census, Montana Bureau of Records and Statistics.



Population Growth, See Figure 12 and Table 4

The present trend is for the Indian population to experience slight growth while the non-Indian population grows about nine times faster. There is considerable evidence to indicate that the non-Indian population growth rate will continue to outpace possibly even accelerate more beyond the Indian growth rate.

A population report by the upper Midwest Council says that: "Western Montana, particularly the Flathead, Bitterroot and Gallatin Valleys, could increase rapidly in rural non-farm population with changes in transportation and communication technologies."<sup>1</sup>

By observation and by the report of Lake County Commissioners, it is known that sub division activities have increased in the past few years. Population estimates for 1971 and 1972 reflect a 9.1% growth in Lake County population which is nearly the amount of growth experienced in Lake County for the previous entire ten year period (10.2%). It would take more analysis to be sure how fast population growth is accelerating, but one can be fairly safe in concluding that the non-Indian population will increase faster in the next ten years than it did in the previous ten years.

The following are population projections made by a variety of sources for growth between 1970 and 1980:

TABLE 4

POPULATION PROJECTION FOR GROWTH BETWEEN 1970 AND 1980

	<u>Montana</u>	<u>Lake County</u>
Montana Bureau of Business & Economic Research	+ 5.5%	
National Planning Association	+ 9.0%	
Upper Midwest Council	+ 8.6%	
State Highway Department	+ 12.0%	8.8%
Rocky Mountain Planners		21%

1. (Recent Trends/Future Prospects" - p. 45, 1973)



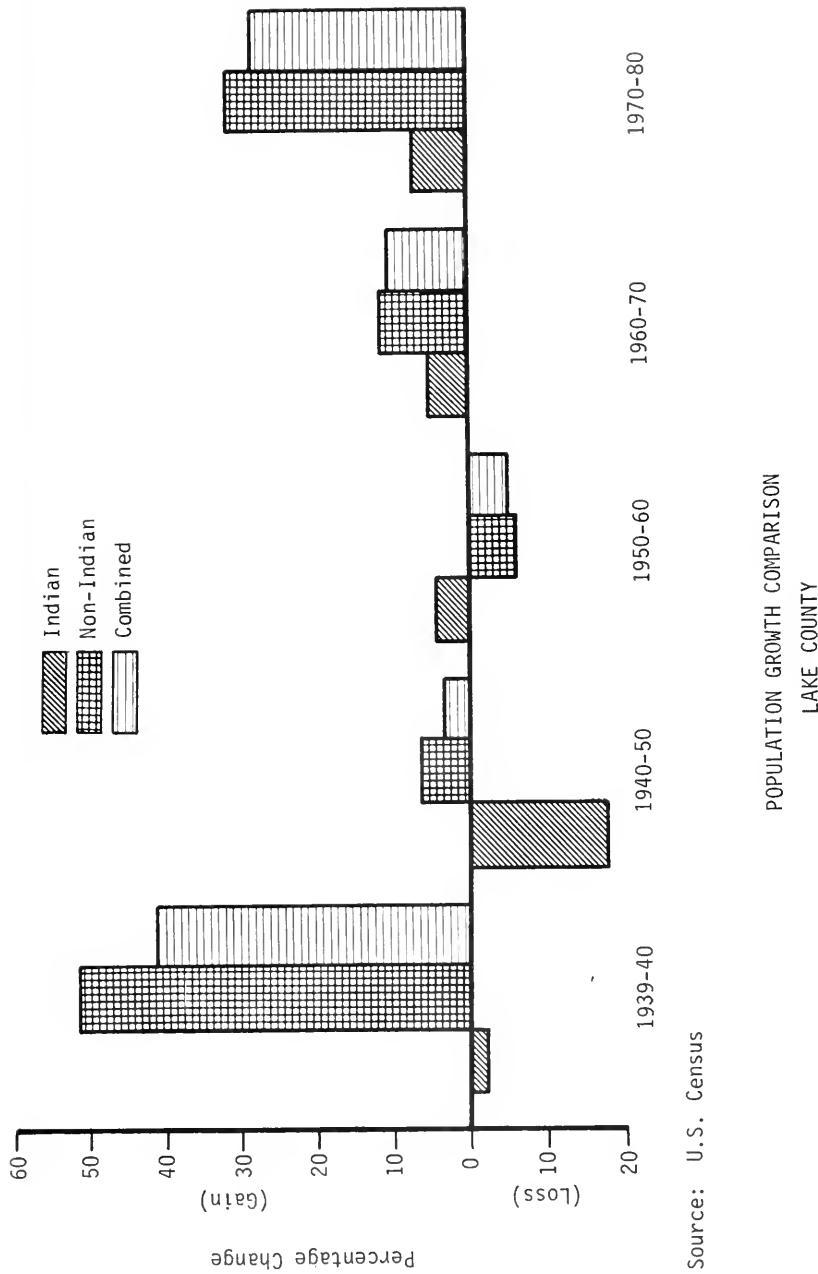


Figure 12



The Montana Bureau of Business and Economic Research projection is based on an analysis of job growth. However, it is possible to observe for the reservation, a growing number of residents who move there but do not work there. For example, from Evaro to St. Ignatius people are establishing homes and commuting to work in Missoula. Many people assume retirement homes on Flathead Lake and near the scenic Mission Range.

There is a job growth trend. Service type businesses have lagged behind primary economic activities such as logging, ranching, and recreation. In the past several years there has been a considerable increase in the number of service type businesses.

#### Communities within the Reservation

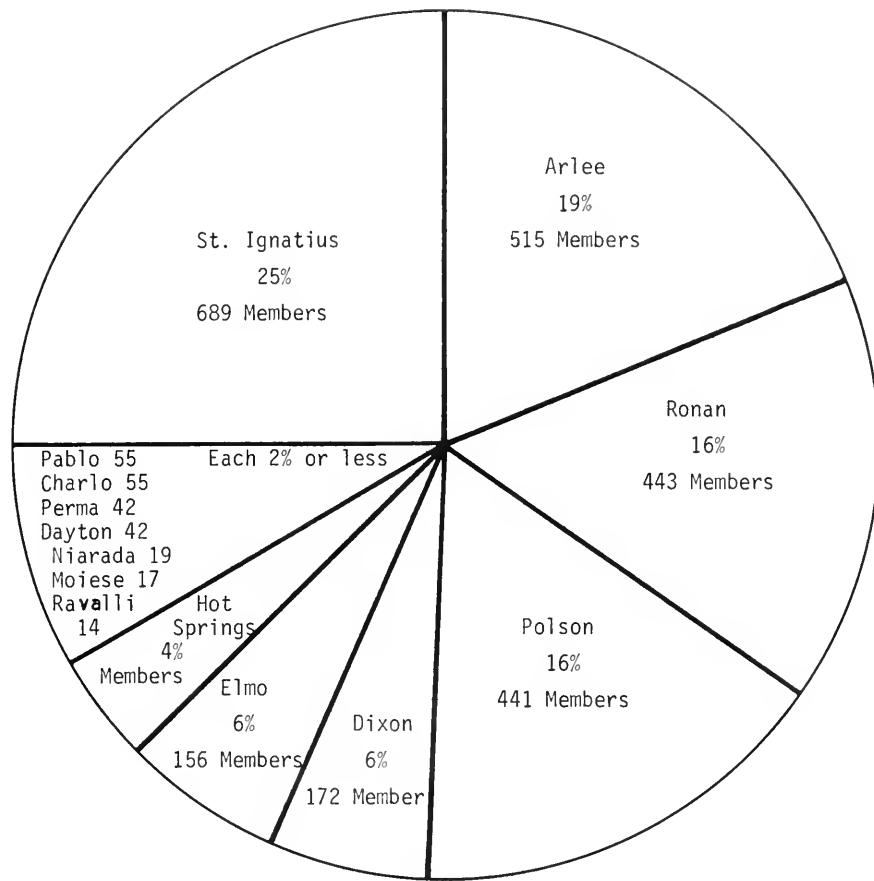
Community organizations such as schools, church groups, and special service districts often come before the Tribal Council to request financial help for particular community projects. The council often feels it must treat each community or area equally. But should this really be the case? Perhaps, response to community needs should be based on objective criteria as suggested in Table 5 and the two graphs, Figures 11 and 12.

TABLE 5

#### COMMUNITY AREAS BY RATIO OF INDIANS TO WHITES 1970 CENSUS

<u>Community Area</u>	<u>Number of Indians for Every 100 People</u>
West Shores (includes Elmo-Dayton)	68
Arlee	62
St. Ignatius	46
Hot Springs	22
Ronan	21
Polson	11
Charlo	6
<u>Entire Reservation</u>	<u>19</u>



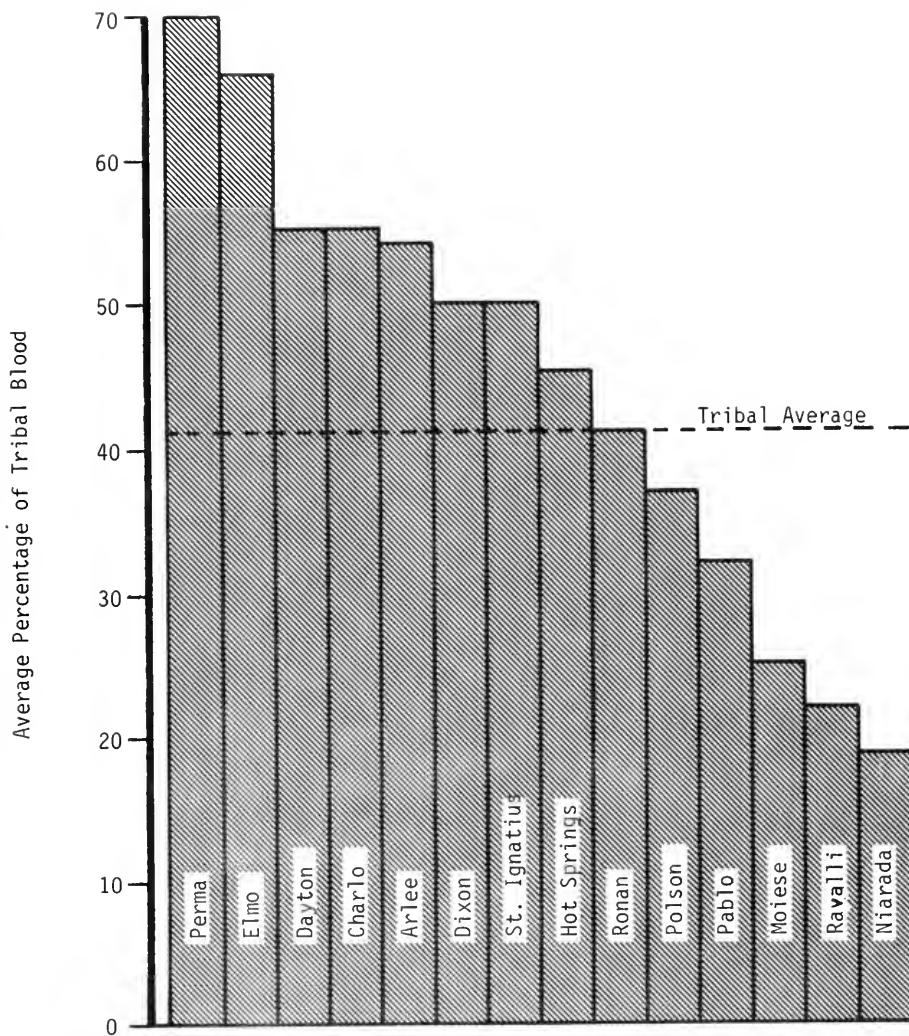


Source: 1970 Tribal Rolls

COMMUNITY AREAS by PERCENT of  
ON-RESERVATION TRIBAL MEMBERSHIP

Figure 13



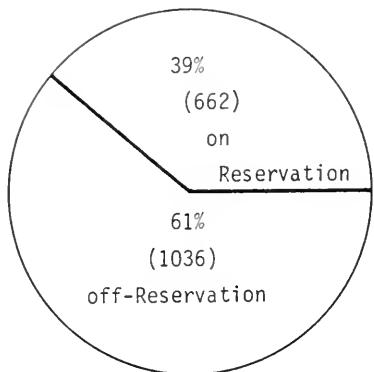


COMMUNITY AREAS by AVERAGE\*  
BLOOD QUANTUM of TRIBAL MEMBERS

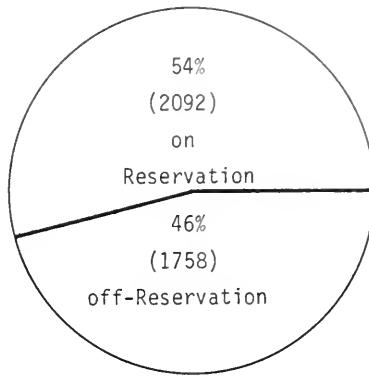
\*computation method

Figure 14

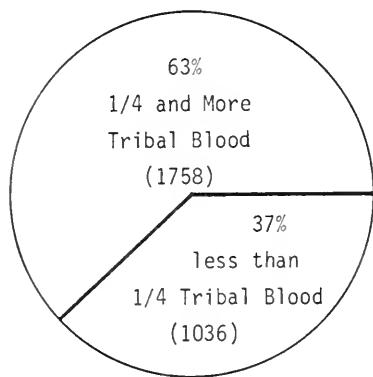




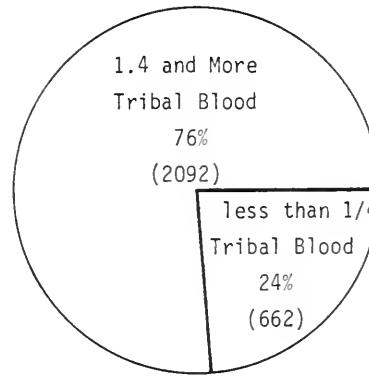
Less than 1/4 Tribal Blood



1/4 and More Tribal Blood



Blood Quantum of Off-Reservation Tribal Members

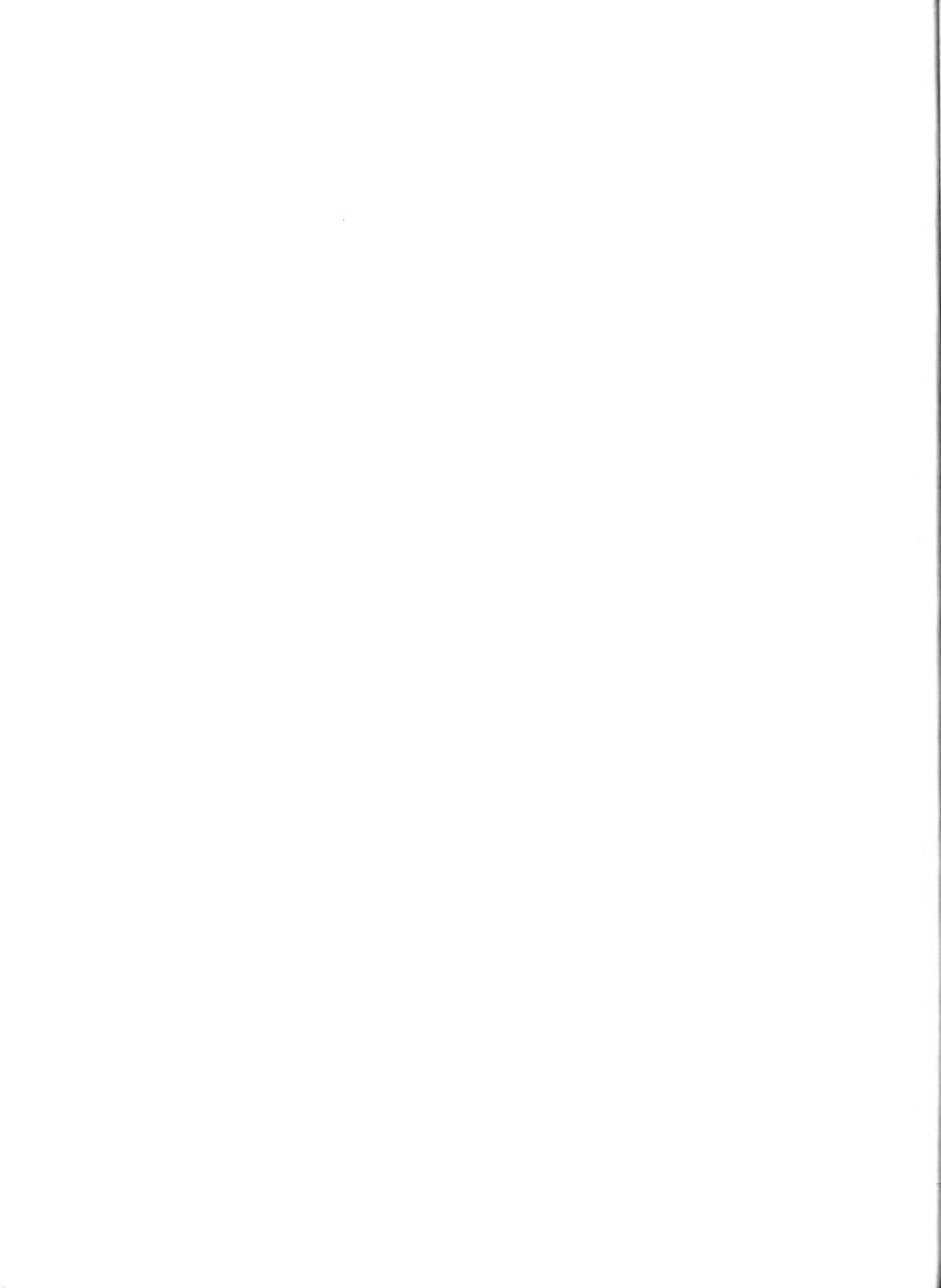


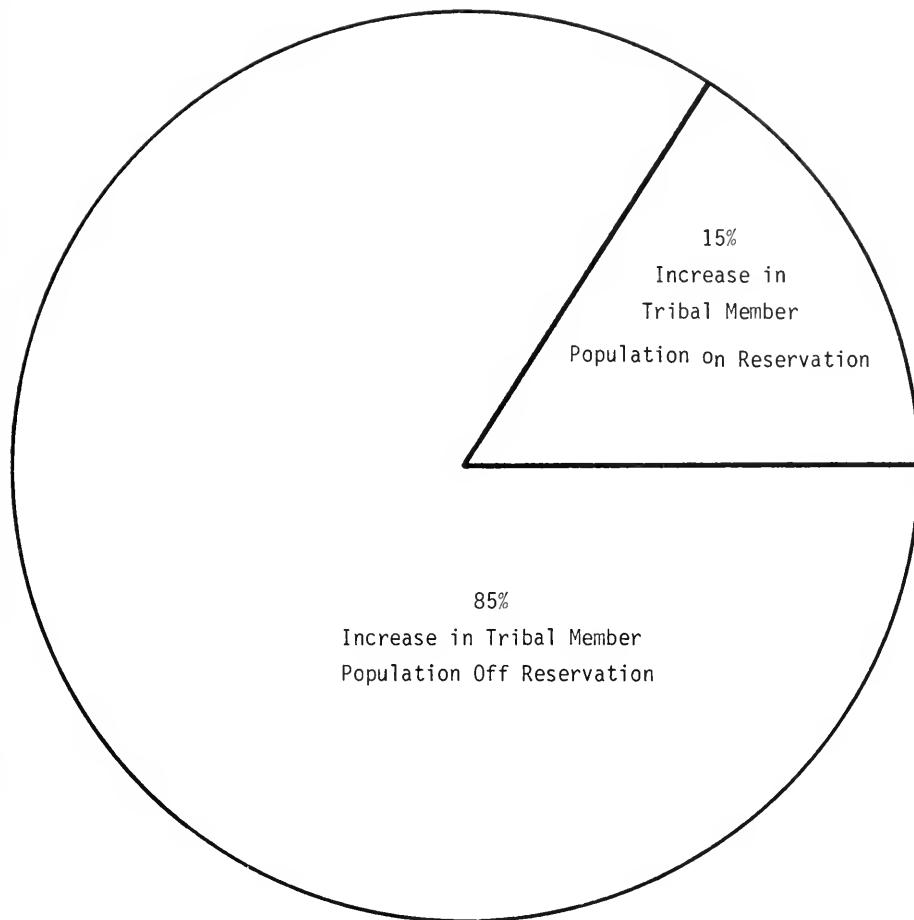
Blood Quantum of On-Reservation Members

Source: Tribal Rolls

TRIBAL BLOOD QUANTUM and  
RESERVATION RESIDENCE

Figure 15





Source: Tribal Rolls

15% = 504  
85% = 2778  
3282

TRIBAL ENROLLMENT GROWTH BY  
RESERVATION RESIDENCE  
1910-1970

Figure 16



Summary of Population Facts and Trends:

1. Two out of every 10 people on the Flathead Reservation are "Indians".
2. The median age of Indian population is 19 while the white median age is 34.
3. For every 100 Indians in economically productive age groups there are 140 in uneconomical productive age groups. On the other hand for every 100 non-Indians in economically productive age groups there are only 85 in uneconomically productive age groups.
4. The Indian birthrate is about  $4\frac{1}{2}$  times greater than the non-Indian birthrate.
5. The number of non-Indian deaths almost equals the number of non-Indian births.
6. The Indian death rate is twice the non-Indian deathrate and has increased about 15% in the last ten years.
7. The natural increase rate (births minus deaths) is about  $9\frac{1}{2}$  times greater than the non-Indian natural increase rate.
8. Indians tend to migrate off and remain off the reservation much more so than non-Indians. The out-migration trend is stronger with Indian females than with Indian males.
9. Non-Indians are showing an increased trend in migrating onto the Reservation.
10. The non-Indian population is growing about nine times faster than the Indian population.
11. Reservation population projections cannot be extrapolated
12. Tribal enrollment has experienced a strong growth of 145% in the past 60 years, 1910 through 1970.
13. The growth rate of tribal enrollment has been steadily declining. In about 1980 the total number of tribal members could begin to drop.
14. The average blood quantum of tribal members is gradually but steadily decreasing.



15. The entire range of tribal members from "full-blood" to less than quarter are in a trend of blood quantum dilution.
16. Only the "full-bloods" have experienced an actual loss in total numbers, but by about 1980 both those less than  $\frac{1}{4}$  and those  $\frac{1}{2}$  to full-blood Indian's will also experience a loss in total numbers.
17. In the past thirty years those people of more than  $\frac{1}{2}$  degree blood quantum have declined from 40% to 29% of the total tribal enrollment.
18. Thirty percent of tribal members are less than  $\frac{1}{4}$  degree while only 3% are "full-bloods".
19. In the past sixty years 85% of tribal enrollment growth has been off the reservation.
20. Those who have less than  $\frac{1}{4}$  degree blood quantum tend more to live off the reservation than those who have  $\frac{1}{4}$  degree or more blood quantum.
21. The majority of the people both on and off the reservation are  $\frac{1}{4}$  degree or more
22. The Elmo area has the highest ratio of Indians to non-Indians of any community area on the reservation, 68 Indians for every 100 people.
23. The St. Ignatius area has the largest number of on-reservation tribal members for any reservation community area.
24. The Perma area has the largest average tribal blood quantum of any Reservation community area.



## CHAPTER III

### GENERAL ECONOMY AND LAND USE

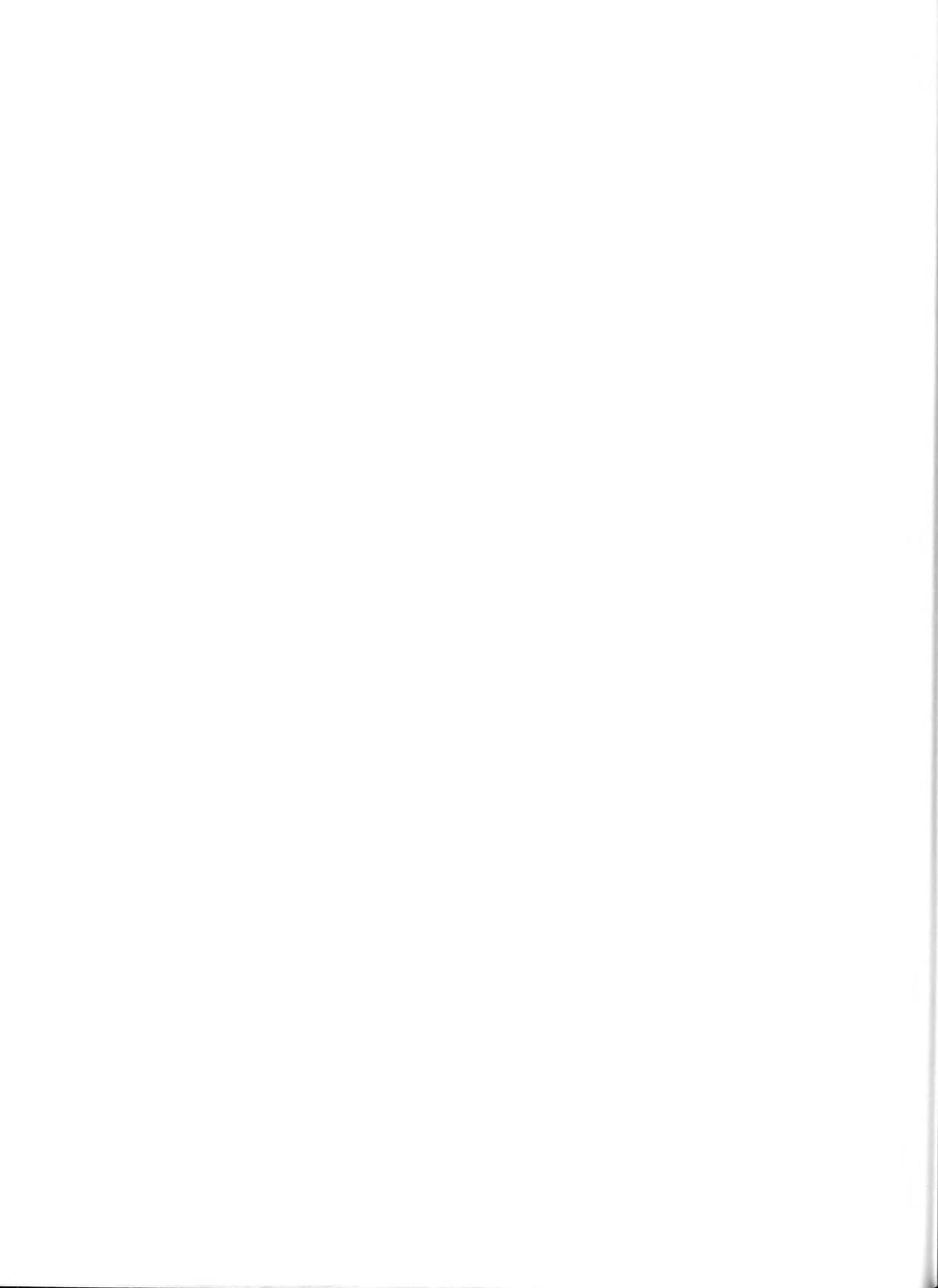
#### Introduction

The Flathead Indian Reservation's economy is primarily oriented towards agriculture, forestry, and tourism. This report on the economy of the Indian Reservation is obtained primarily from secondary sources. In order to obtain detailed data from which major decisions will be made, further studies will have to be taken; however, this report should open some interesting areas which could be explored to aid in the development of the economy of the Tribe.

This chapter deals with the existing land use and economy on the reservation. The purpose of this chapter is to present an overview of activities so that further refinements can be made in a later study.

#### Land Use, Generalized

The Flathead Indian Reservation boundaries resemble a horseshoe, with the Lolo National Forest to the South, and the West and the Flathead National Forest to the North and the East. The Cabinet Mountains and the Mission Range provide a mountainous surrounding to the Flathead River Valley, which is the main area within the reservation. Ironically, much of the fertile and irrigated land in the Flathead River Valley is no longer owned by the Indians or by the Flathead Tribe. The property map prepared as part of this study, and located in the Tribal offices in Dixon illustrate this clearly. The primary land ownership of the Tribe is mountainous forest land. Only a small percentage of land within the fertile Flathead River



Valley is owned by the tribe.

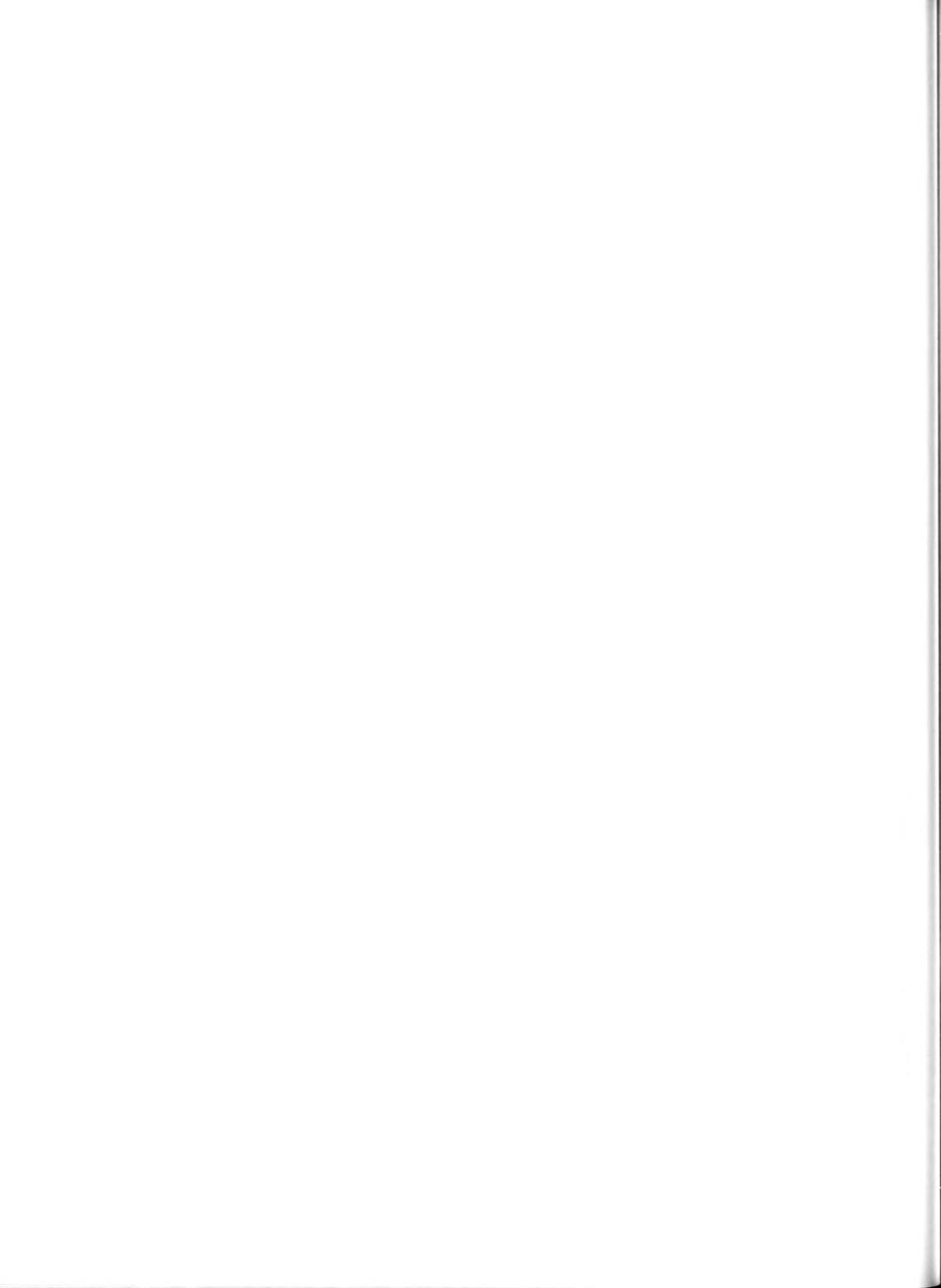
The densely populated communities of Arlee, St. Ignatius, Dixon, Moise, Ronan, Polson, and Elmo are sprinkled throughout the reservation and provide day to day services to farmers and local residents. Polson is by far the largest community, and contains over 3,000 people. Polson also has the largest commercial area on the reservation and serves the largest trade area.

Recent government housing, which includes self help and subsidized housing, has been erected all over the reservation. This housing has been built in rural areas on urban lots in units of 6 to 25. An assumption must have been made, prior to the location of these units, that people preferred to live in small rural clusters. This gives residents of the housing units the ability to have all of the disadvantages of rural life, and none of the advantages of urban life. For example, septic tanks serve the individual sewage disposal systems, and some homes have individual water wells.

A re-examination of policy must be made in order to provide some needed, new housing either in existing communities or in conjunction with existing clusters of buildings. The only exception to this rule would be the construction of strictly rural, farm housing, which would be in conjunction with agricultural uses on large parcels of land -- five or more acres.

Many of the existing communities are rich in history, which is represented by historical buildings -- some of which are still in use. Examples of historic buildings are many, and perhaps the most impressive building, still in use, is a red brick church that is located in St. Ignatius. The St. Ignatius Mission was built by the Jesuit Missionaries of the Catholic church. Missionary brothers and priests worked on this church, and enlisted local help to complete the building. Inside this St. Ignatius church are fifty-eight hand painted murals, which are extremely well executed and are in the traditional Catholic Church development.

St. Mary's church in Arlee is also a missionary built church, and perhaps one of the oldest buildings in the Flathead River Valley.



The original Fort Conah building is presently unused; however, it could be restored and depict the original trading post of the Hudson Bay Era.

Maps Depicting Land Uses

The maps that have been prepared as part of this project are in the Tribal offices in Dixon and illustrate the development that has taken place on the reservation and some potential for development. These maps are:

Overlays

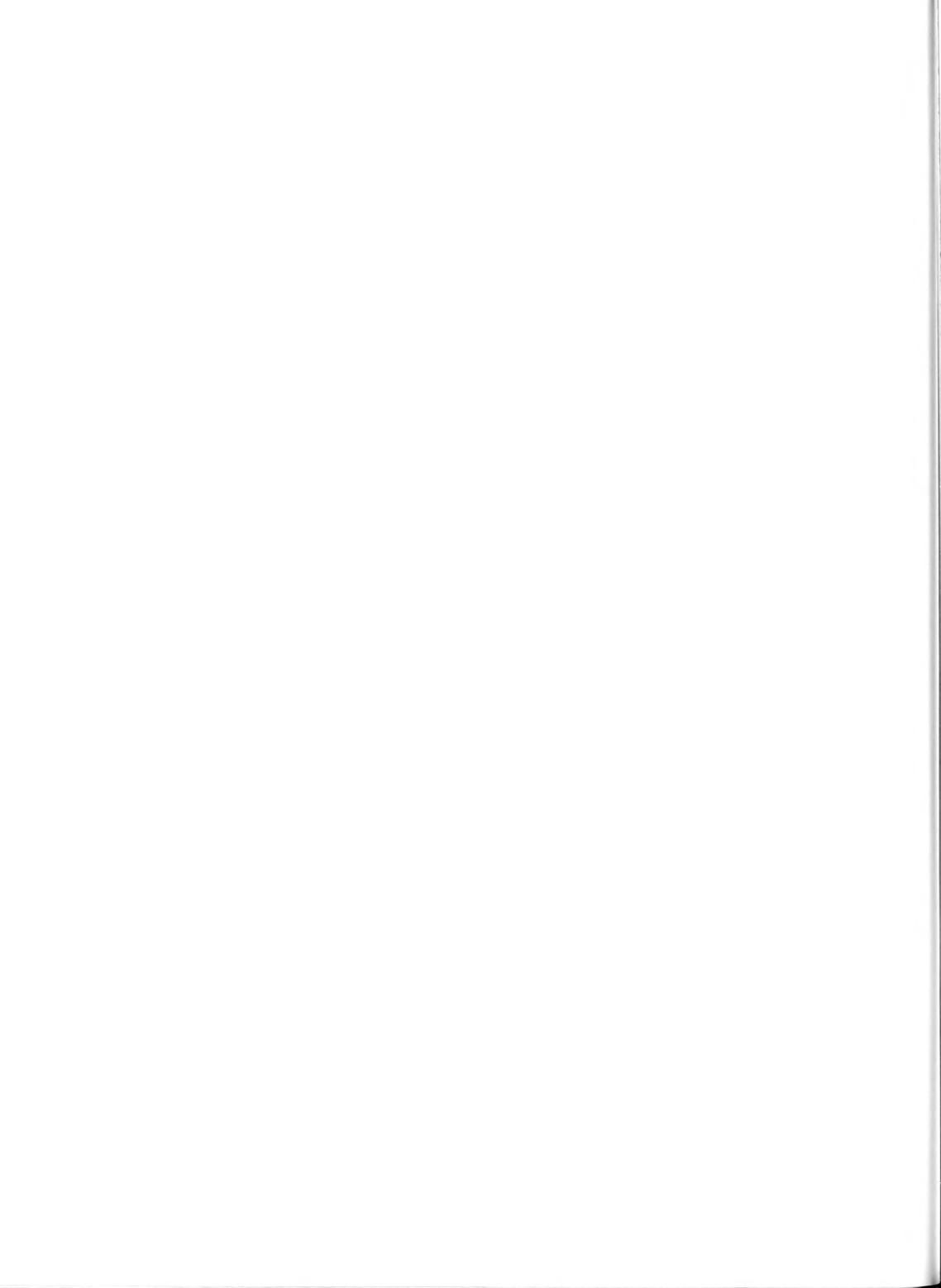
1. Population
2. Allotments and  
Deeded trust  
Land
3. Soil Permeability
4. Irrigation System
5. Grazing Revenue
6. Minerals
7. Recreation Sites
8. Transportation Systems
9. Big Game Distribution
10. Elevations

Base Maps

Land Use

Slope

General Highways  
and Buildings



Information depicted or delineated on each base map and overlap map are:

#### BASE MAPS

##### 1. Land Use:

- a) Merchantable Timber - (Dk. Green)
- b) Non-Merchantable Timber - (Dk. Blue)
- c) Wild Lands - (Lt. Green)
- d) Open Grazing - (Rust)
- e) Cropland (Brown)
- f) Residential (Red)
- g) Water (Lt. Blue)
- h) Farm and Pasture-lease - (Red Border)

##### 2. Scope:

- a) 0-8% - (White) - Suitable for Construction, farming, grazing and Logging.
- b) 9-20% - (Orange) - Construction Difficulties Encountered, Suitable for Grazing and Logging
- c) 21-40% - (Brown) - Grazing and Logging Difficulties Encountered
- d) 41% and Up - (Red) - Unsuitable for grazing and Logging
- e) Water - (Blue)

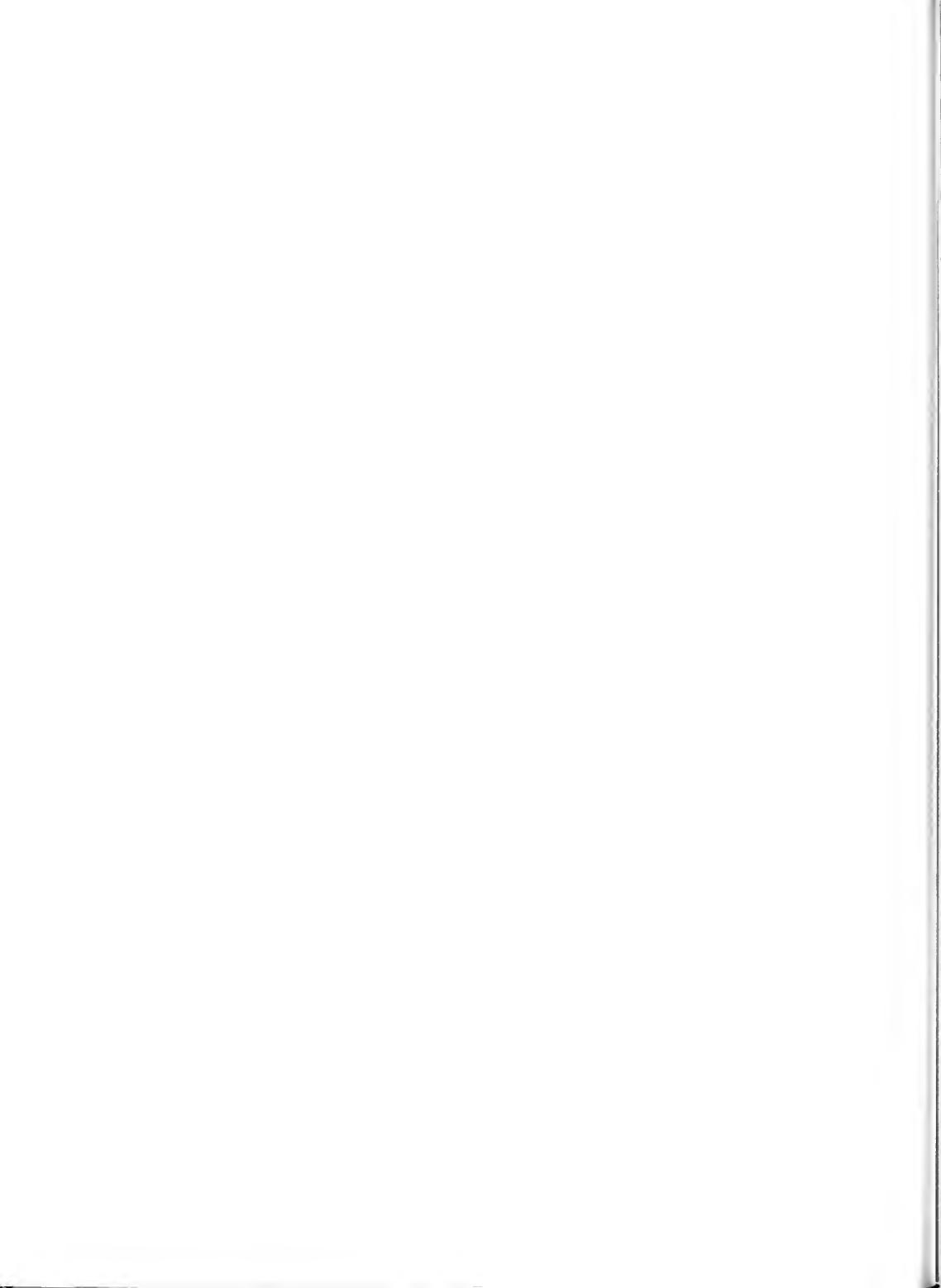
##### 3. General Highways and Buildings:

This map is a black and white print of U.S.G.S. quadrangle maps.

#### OVERLAY MAPS

##### 1. Population:

- 30 Indians - (Pink dot)
- 30 Non-Indians - (Orange dot)
- 100 Indians - (Pink Triangle)
- 100 Non-Indians - (Orange Triangle)
- 200 Indians - (Pink Rectangle)
- 200 Non-Indians - (Orange Rectangle)
- Census County Division Line - (— - —)
- Enumeration District Line - (:::::::)
- 15-26 Acres per Person - (Cross Hatching)
- 30-40 Acres per Person - (Cross Hatching)
- 41-80 Acres per Person - (Cross Hatching)



OVERLAY MAPS, CONTINUED

1. Population

110-170 Acres per Person - (Cross Hatching)

2. Allotments and Deeded Trust Lands Shown by Legend

3. Soil Permeability

Good - (Green) - .02-1.0 sq. ft. of trench per gallon effluent per day

Moderately limited - (Yellow) - 1.1-4.9

Severely limited - (Red) - 5.0 +

4. Irrigation System

a) Irrigation Waterway - (\_\_\_\_\_)

b) Areas Served by Private Irrigation - (Pink)

c) Areas Served by Flathead Irrigation Service - (Blue)

5. Tribal Grazing Revenue

1-5 cents per Acre per Year - (Pink) - 110,645 Acres

6-10 Cents per Acre per Year - (Purple) - 62,353

11-15 Cents per Acre per Year - (Blue) - 52,976

16-20 Cents per Acre per Year - (Green) - 14,540

21-100 Cents per Acre per Year - (Brown) - 18,300

101-300 Cents per Acre per Year - (Orange) - 3,173

301-900 Cents per Acre per Year - (Yellow) - 1,883

6. Minerals

a) Known Metal Deposits - (Yellow)

b) Possible Metal Deposits - (Orange)

c) Commercial Building Stone - (Pink)

d) Commercial Metal Deposits - (Red)

e) Commercial Gravel Pits (Tribal) - (By Symbol)

7. Recreation Sites

a) Protected Game Refuge - (Cross Hatching)

b) Slate Site - (Green Symbol)

c) Tribal Site - (Red Symbol)

d) Commercial Site - (Yellow Symbol)



7. Recreation Sites, Continued

- e) Commercial Fishing Area - (Symbol)
- f) Public Fishing Access - (Symbol)
- g) Public Boat Deck - (Symbol)
- h) Trailer Facility - (Symbol)
- i) Trash Container - (Symbol)
- j) Picnic Table - (Symbol)
- k) Fireplace - (Symbol)
- l) Boat Launch - (Symbol)
- m) Toilet - (Symbol)
- n) Hunting Areas - (Symbol)
- o) Trails (Symbol)

8. Transportation System

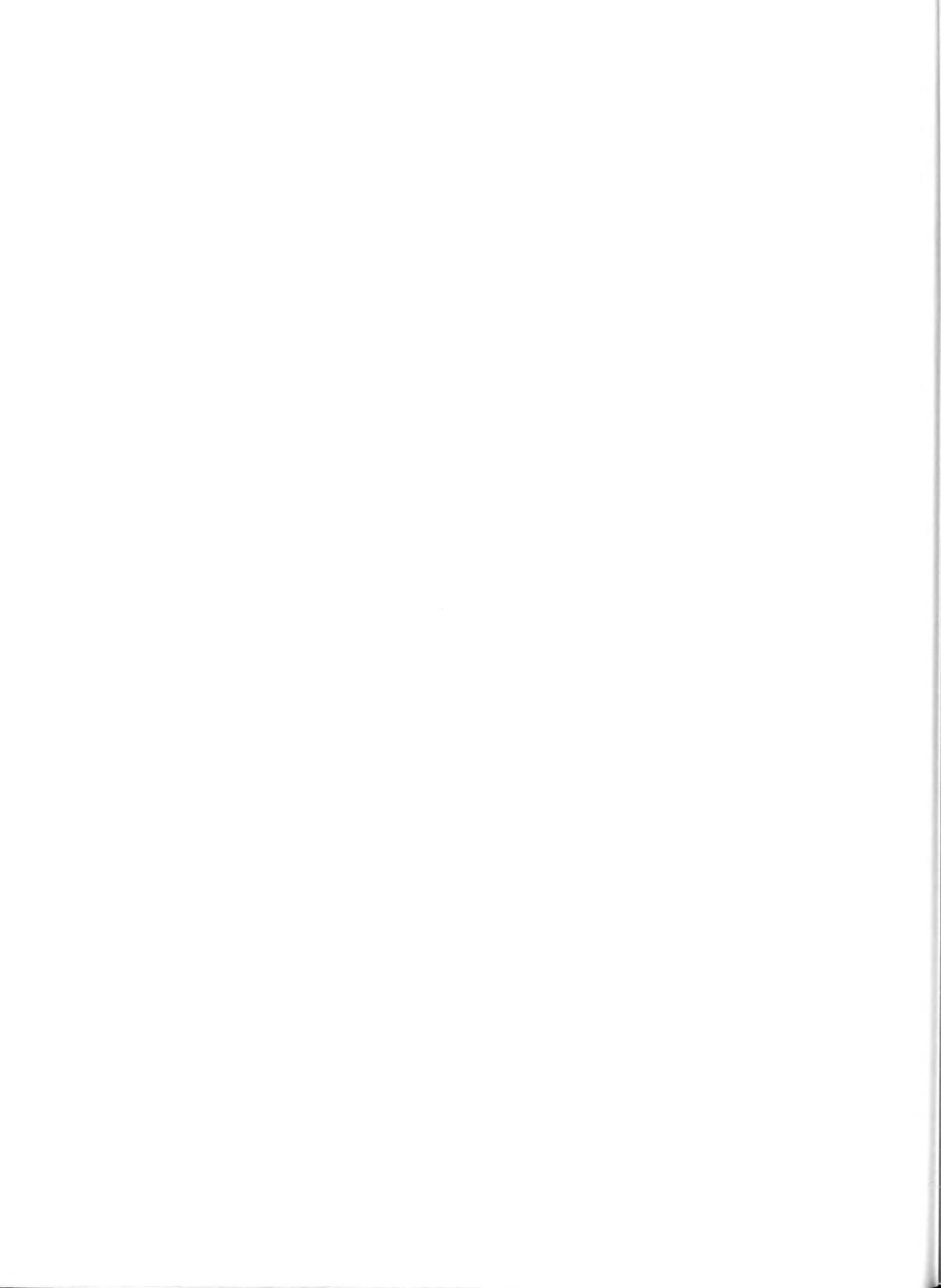
- Tribal Roads - (Brown)
- State Roads - (Green)
- County Roads - (Blue)
- Railroads - (Orange)
- Railroad Freight Station - (Symbol)
- Airstrip, Unimproved - (Symbol and Color)
- Highway Accident Injuries - (Symbol and Color)
- Annual Average Daily Traffic Volume - (Symbol and Color)
- Highway Accident Fatalities - (Symbol)

9. Big Game Distribution

- Antelope Range - (Green)
- White Tail Deer Range - (Yellow)
- Mule Deer - (Brown)
- Intensive Mule Deer Areas - (Cross Hatch Over Color)
- Moose - (Blue)
- Mountain Goat - (Orange)
- Elk - (Red)
- Intensive Elk Areas - (Cross Hatch Over Color)

10. Elevations

- 3,000-3,999 - (Green)
- 4,000-4,999 - (Red)



## 10. Elevations, Continued

- 5,000-5,999 - (Blue)
- 6,000-6,999 - (Yellow)
- 7,000-7,999 - (Pink)
- 8,000-8,999 - (Lt. Green)
- 9,000-9,999 - (Lt. Blue)

The overlay showing the reservation transportation system delineates County, Tribal and State maintained roads. Roads and railroads are identified by different colored lines. Airstrips are classified by the facilities they have. Traffic volume for 1960 and 1970 are compared to show both volume and growth. Injuries and accidents for the past ten years are identified by dots distributed along road sections.

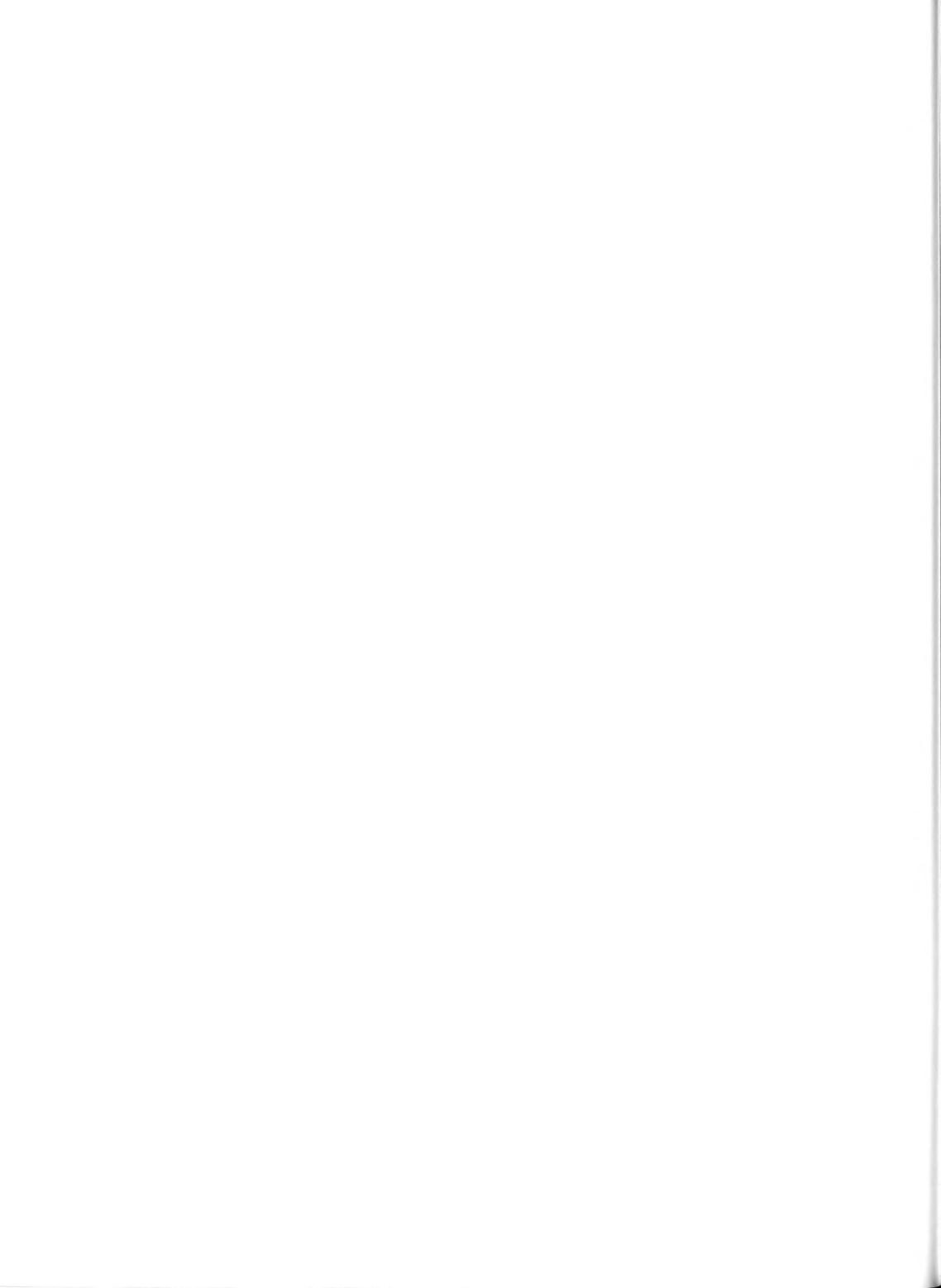
The overlay of minerals and potential mineralized areas include gravel pits on Indian lands, building stone deposits, commercial metal deposits, precious metal anomalies, aero-magnetic anomalies, and volcanic sills and dykes.

The overlay of reservation irrigation systems shows all the Flathead Irrigation Service Waterways and identifies Flathead Irrigation Service irrigated land areas in one color and known privately irrigated areas in another color.

The overlay showing outdoor recreation sites on the reservation distinguishes three management agents, commercial, tribal, and governmental (state and federal). Also, facilities at each site are identified by descriptive drawings.

The overlay showing annual grazing revenues per acre on tribal lands shows seven ranges of revenue by color code. Scale 1/62,500.

The land use map for Indian Trust Lands is also a vegetation and land cover map. Rural land use is integrally related to vegetation and land cover. Therefore, classes of vegetation have been identified as merchantable timber, unmerchantable timber, rock and brush lands, native grass lands, cultivated grass lands, and water.



Population distribution is shown with dots. Each dot indicates, by color, 30 Indians or 30 non-Indians. This map also shows the census tract and enumeration district boundaries. This map also attempts to show density evaluations.

The allotment and deeded trust land map shows the actual ownership of land by various agencies, including Indian, Tribal, Federal, State and County, and private.

The soil permeability map shows the potential for septic tank use on the reservation. The irrigation system map shows the existing irrigation on the reservation. The tribal grazing revenue map shows the income per acre derived each year by the Tribe. The mineral map shows both existing mining and potential mining and gravel pits.

The recreation site map shows existing recreation facilities on the reservation, both public and private. The transportation system map shows different types of transportation facilities, such as roads, railroads, air strips, and traffic counts.

The Big Game Distribution map shows the big game habitats. The elevation map shows a physical delineation of elevations on the reservation.

#### Agriculture and Forestry

Agriculture and Forestry are the principal source of the economy of the Flathead Indian Reservation. Cattle production has almost dominated the agricultural production on the reservation in recent years. Some irrigated land is used for crop production.

The mountainous land contains forests, which are harvested on a sustained yield basis. These forests have become the principal source of revenue for the reservation.

Two sawmills operate on the reservation and provide the principal source of employment. These sawmills do the primary lumber processing only. No secondary processing is done on the reservation, and therein may be an excellent opportunity in developing new industries for the Tribe.

The development of a feed lot has been studied, and is deemed to be feasible. This could provide additional employment and income for the tribe.



### Tourism

The scenic beauty of the Flathead Indian Reservation provides an excellent resource for tourism. The combination of open space, lakes, rivers, and mountains provides all the reasons for this area to be a tourist destination, rather than merely a way station for tourist traveling between parks.

Of course, recreational facilities must be provided.

An additional tourist asset to the Flathead Indian Reservation is the National Bison Range, run by the National Park Service. This facility draws thousands of visitors annually. An expansion of this facility and further advertising that the bison range exists would bring thousands of additional tourists.

Tens of thousands of people pass through the Flathead Indian Reservation during the summer months, since the major state highway between Glacier National Park and Yellowstone National Park goes through the Flathead Indian Reservation. With these local and national attractions on the reservation, a concerted effort should be made to tap the tourist resource. Tourism, itself, is becoming a major Montana industry, and will continue to increase as the United States population, leisure time, mobility and income expand.

An outdoor recreation and tourist market study should be undertaken by the Flathead Indian Tribal Council and a plan be drawn up to take advantage of the natural resource that exists. Implementation of this plan is much easier for an Indian Tribe than for private corporations. Both low interest loans and grants are available to build tourist facilities.

### Retail Trade

Retail trade facilities exist in the cities on the reservation to serve day to day needs of the population. The retail trade statistics for Lake, Sanders, and Missoula Counties and the State of Montana is shown in the table below.

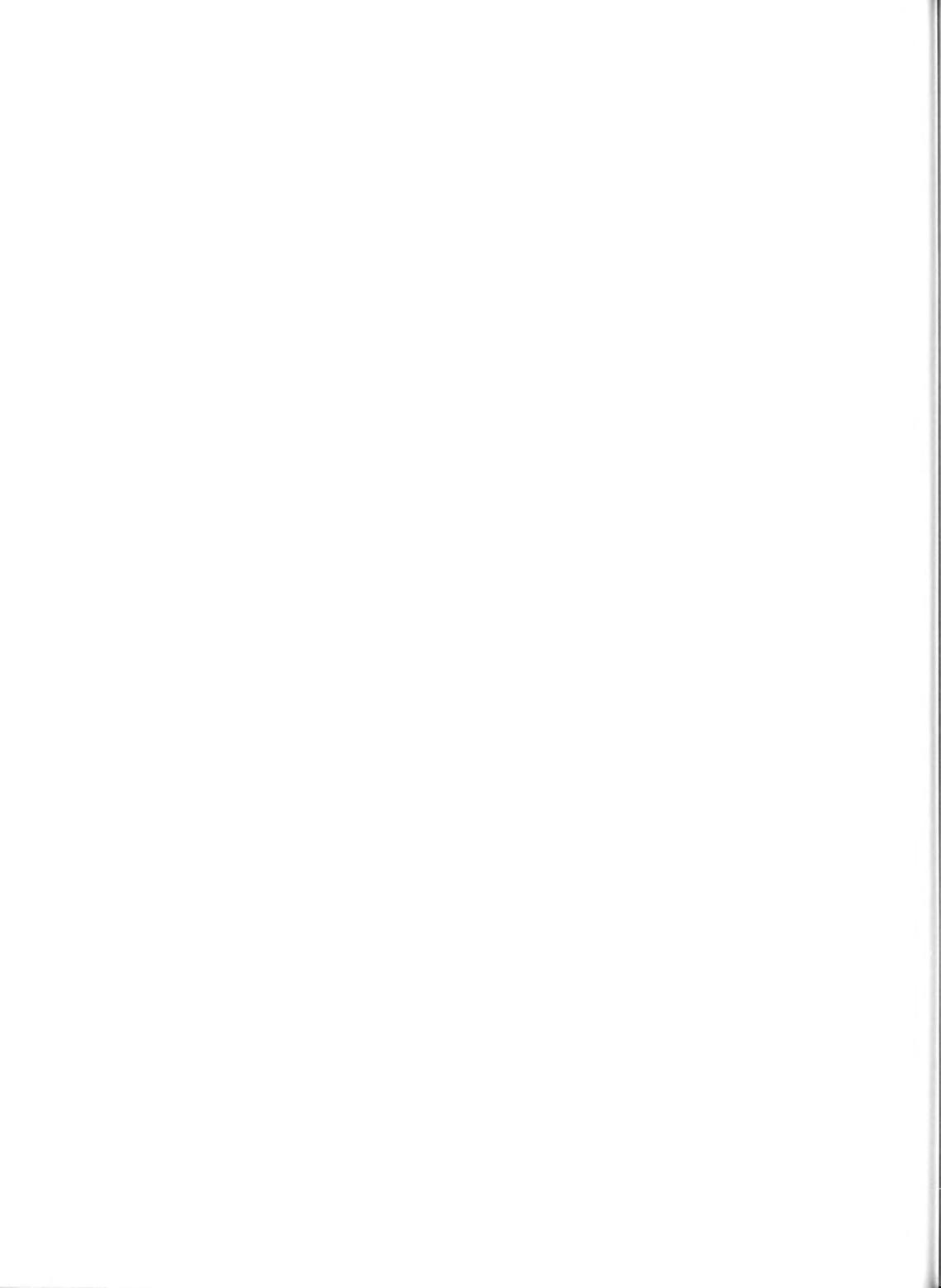


TABLE 6

## RETAIL TRADE BY COUNTIES THAT SERVE THE INDIAN RESERVATION

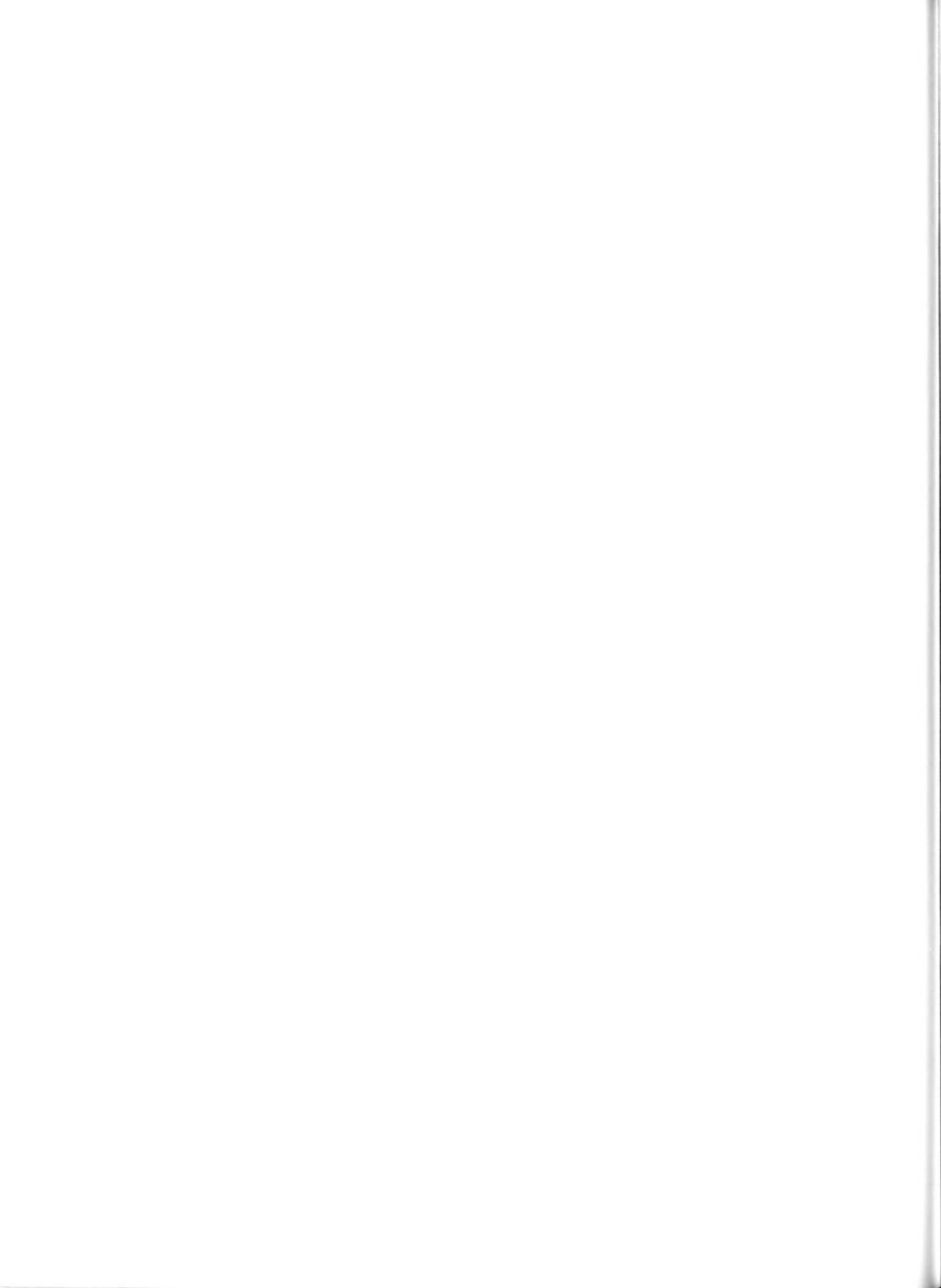
In Thousand Dollars

County	Total Retail Sales	Food	General Merchan- dise	Furniture & Appliances	Auto- motive	Drug
Lake	25,514	5,091	1,097	242	6,394	983
Sanders	7,022	944	1,730		1,260	299
Missoula	133,484	27,345	21,482	4,853	33,440	5,445
Montana (State)	1,388,890	292,596	165,536	45,998	297,710	54,892

Source: Sales Management Magazine, July, 1972 for 1971

Trade is dominated by the City of Missoula, which is a regional center within the State. However, the total population within the Flathead Indian Reservation numbers 15,000 people. An additional tourist population can be added to the permanent population, which may provide the basis for additional retail facilities to be built on the reservation. This type of project needs to be studied in conjunction with the outdoor recreation program, proposed in the previous section.

The existing shopping facilities in existing communities appear to need improvement. A cursory investigation indicates that the average day to day needs of shoppers are not now being met by the retail establishments on the reservation. It appears that more dependence exists for day to day purchases in Missoula than is necessary. Food, drug, and household items should be more available on the reservation, especially since a trade area for 15,000 people exists. A study of retail establishments needs to be made to determine what additional services may be provided for the daily needs of people on the reservation. This study should also determine what tourist retail facilities are not now being met on the reservation. By providing these facilities, many new jobs may be created and new wealth can be provided to the Flathead Indian Tribe.



### Water Resource

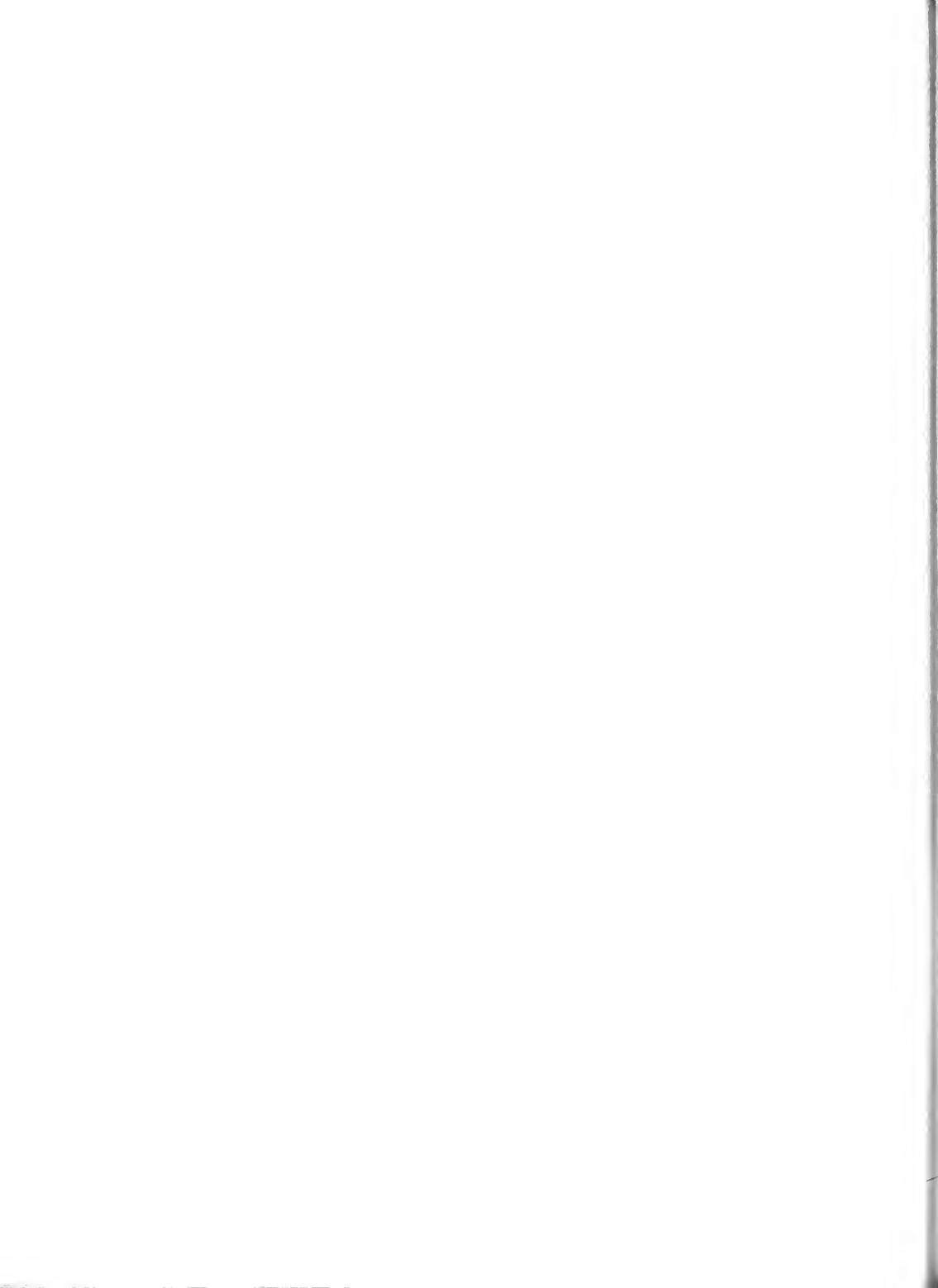
Flathead Lake is the largest inland lake in Montana and the largest natural lake west of the Mississippi River in the Continental United States. It offers scenic areas, recreation facilities and sites, and abundant fishing. The Flathead River contains one power plant and can possibly be developed for two additional hydro power plants.

Montana Power Company has a lease on the power site on which the existing power plant is located.

The potential for use of water resources is so vast that a separate study of this subject needs to be made.

### Analysis

The Flathead Indian Reservation is rich in natural resources, many of which have been discussed, and some that have not been mentioned. These resources, for the most part, need to be exploited. They are primarily re-generatable and can become a very substantial source of wealth to the Tribe. A detailed land use plan, and various elements thereof, can provide the means for the orderly development of the tribe's resources so that they will be an abundant source of wealth in continuity.



## CHAPTER IV

### GOVERNMENT AND MANAGEMENT

#### Form of Government

The Flathead Indian Reservation tribal government was established in 1935 under the Wheeler-Howard Act of 1934. The Wheeler-Howard Act, also referred to as the Indian Reorganization Act (IRA), provided for the organization and establishment of local governments, complete with constitutions and bylaws.

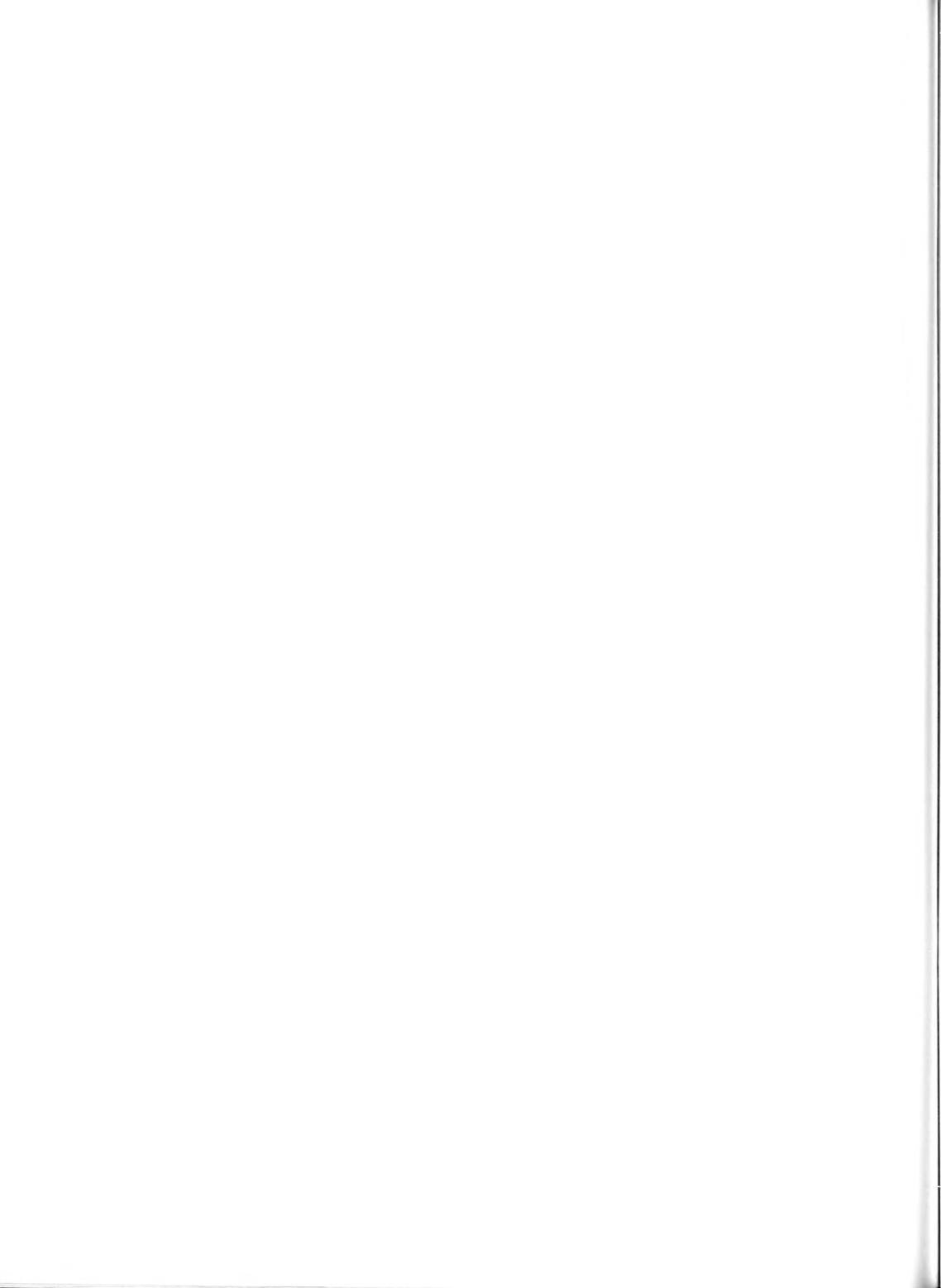
Since 1936, the governing body of the Confederated Salish and Kootenai Tribes of the Flathead Reservation has been the Tribal Council, a body consisting of ten councilmen. Five councilmen are elected to four year terms by reservation-wide secret balloting held every two years.

Flathead Indian Reservation lands, except federally owned and fee-patented lands are held in trust by the federal government and, although the tribal government does exercise certain rights as a self-governing body, the federal government, acting through the Superintendent of the reservation and the Secretary of the Interior, review, approves or disapproves all tribal resolutions and ordinances.

#### Constitution and Bylaws

The constitution and bylaws of the Confederated Salish and Kootenai Tribes was approved by the Secretary of the Interior October 28, 1935 and ratified by Congress on April 25, 1936.

The corporate charter gives the Confederated Salish and Kootenai Tribes the authority to regulate and manage their economic affairs, their properties and other assets and their membership, to negotiate with the federal, state and local governments and to administer a law and order program. In addition, the corporate charter provides for the regulation of business and trade upon the reservation and the assessment of



license fees within the reservation. Generally speaking, the tribal government possesses many of the characteristics of state and other local governments, and in addition is responsible to the tribal membership for management and development of the reservations resources and other assets.

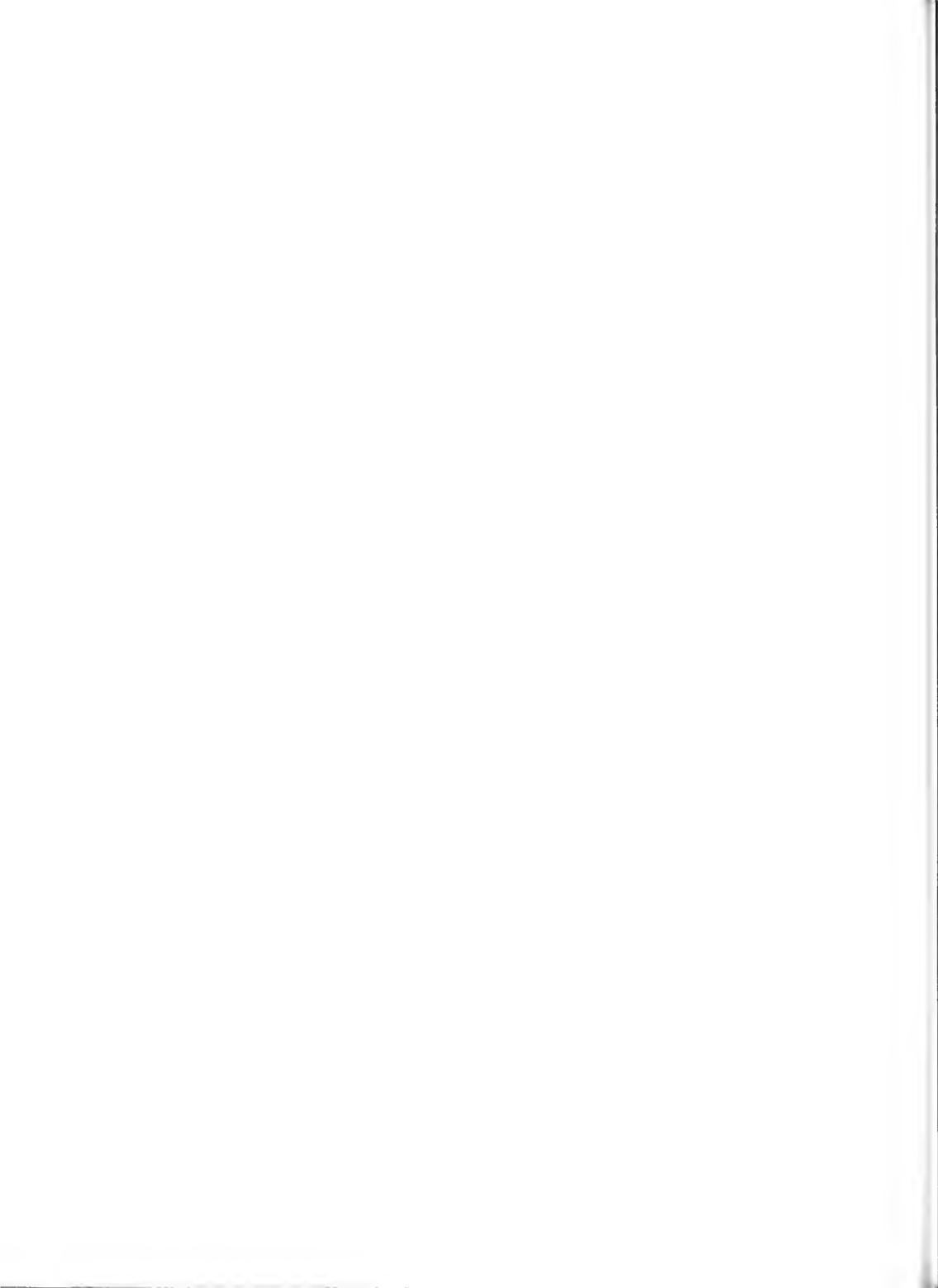
#### Governmental Interrelationship

American Indian governments and individual American Indians must constantly work with federal, state, county and other local governments to resolve issues and problems because Indians are citizens of the United States, generally subject to federal, state and local legislation, whether on or off their reservation. American Indian peoples and their governments possess special rights, services, privileges and arrangements which non-Indian citizens do not possess, a fact which the general populace does not understand, and the federal government is hard pressed to recognize. Thus, many conflicts continue, and grow between Indian and non-Indian.

Federal policy with respect to Indian affairs has changed frequently and dramatically. In former years, policies such as separation and removal, establishment of reservations, termination of reservations, relocation, and assimilation have been tried. The current federal policy is one referred to as self-determination.

Self-determination is not a new concept. It has been expressed and advocated as a federal policy several times in past years. In fact, the establishment of tribal corporations embodied the concept of self-determination. Implementation of self-determination to the degree envisioned by those who support the concept has been difficult to achieve, partly because of insufficient support within the Federal bureaucracies and partly because of unwillingness by many tribal governments to assume the full responsibilities of self-determination.

The fact that many tribal governments are hesitant to move hastily toward complete self-determination is not without reason. Many questions concerning take-over of federal programs have not been answered. Most importantly, federal policies concerning program funding have not been determined.



Also, tribal governments are concerned that the adoption of self-determination may jeopardize those special rights which they now possess.

The interrelations between Tribal government and state government differs considerably from that between tribal government and federal government. The federal government's position has been that of a trustee of Indian affairs; the state's position has been that of an advocate of Indian's achieving full state citizenship, including acceptance of state rights and responsibilities without regard for special Indian rights. As a result, Indian reservation governments have resisted interrelationships with state government. Another factor, of equal importance, which tends to restrict Indian-State involvement is a resultant erosion of the Indian-Federal relationship if Indian State involvement is allowed to increase.

#### Tribal Administrative Plan

As a supplement to the Corporate Charter and By-laws, the tribal council adopted in 1962 policies, procedures, and operating statements which together comprise the Confederated Salish and Kootenai Tribal Administrative Operating Plan. The "administrative plan" is basically a set of guidelines outlining council and staff organization, delegation of authority, budgetary and accounting requirements, procurement regulations and personnel and property management.

Since adoption of the administrative plan in 1962 the scope and magnitude of business before both the council and the administrative staff has greatly increased. As a result the tribal government needs to effect corrective changes which will enable both government and administration to be more responsive to contemporary needs.

#### Tribal Programs

Within recent years the Flathead Indian Reservation has implemented many programs utilizing various combination of federal, state, and tribal funding. Programs currently in progress are:



Community Action Program  
Tribal Health Nurse  
Tribal Housing Program  
Kicking Horse Regional Manpower Training Center  
Manpower Programs  
Economic Development Administration Planning Program  
Community Health Representative  
Human Resources Development  
Law and Order  
Realty Specialist  
Tribal Newspaper  
Commodity Store  
Tribal Credit Program  
Housing Inspection

Also, several special use associations and Commissions have been established by Tribal Council action. They are:

Pablo Water and Sewer Association  
Dixon Water and Sewer Association  
St. Ignatius Water and Sewer Commission  
Elmo Water and Sewer Commission  
Schley Homesite Commission  
Clarice Paul Homesite Commission

The Tribal government does not become actively involved in administration of associations and commissions. However, as tribally sponsored organizations the tribal government has reserved the right to control and direct their activities.

#### Needs

Government must be responsive to the needs of the people. Management must be both flexible and dynamic; otherwise, the ability to effect change is lost and the road to failure is begun. The Flathead Indian Reservation government has remained virtually unchanged since its establishment in 1936, and management has been a responsibility which has been mostly neglected. The reasons for governmental and management stagnation are numerous and although the Tribal Council is most frequently named as the agent responsible, they are only partly to blame. The tribal membership which frequently criticizes the actions of the Tribal Council, yet seldom offers or presents solutions, and in fact generally refuses to become involved in governmental discision making is also partly to blame.



Helpful though it may be to identify those who are responsible for the current status of tribal government and management, we must also consider what alternatives are available for initiating and implementing improvements, both long range and short range. Consideration of alternatives for improving governmental and management systems presupposes that the controlling groups; the tribal membership, the tribal council, and the Bureau of Indian Affairs will initiate appropriate action to effect recommended changes.

Quite frequently, tribal members attending the planning programs Citizen Advisory Board meetings and district meetings stated that tribal government and management improvement was needed, that the tribal council was ineffective in its ability to administer tribal affairs. Historically, tribal government has operated under strict surveillance of the Bureau of Indian Affairs, and many times has reacted to the controls exercised by the Bureau of Indian Affairs, instead of pursuing the desires of the tribal membership. However, with contemporary events resulting in a greater degree of authority being transferred to tribal governments, tribal government must prepare to accept new responsibilities and also become more responsive to tribal members. The effectiveness of tribal government may be improved by:

- a) Amendment of the Constitution and By-Laws
- b) Revision of the Tribal Administrative Plan

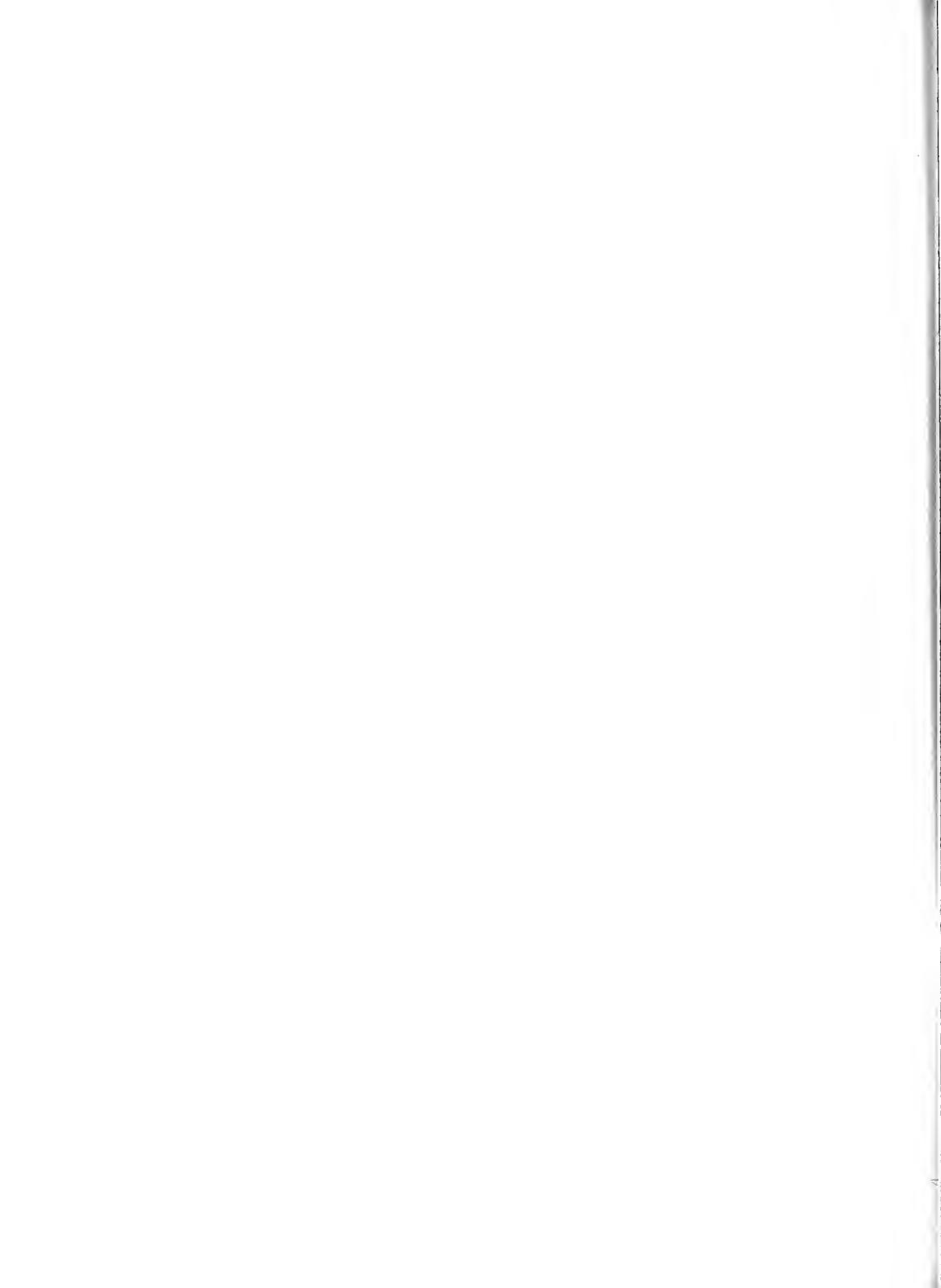
Amendment of the Constitution and By-laws should recognize that tribal government is concerned with legislative, judicial, and executive responsibilities and further that the executive responsibilities are two fold. Executive responsibilities concern administration of governmental affairs and also management of the reservations assets and business development programs. Therefore, amendment of the constitution and By-laws should address the issue of funding allocations for the separate functions government and economic development.

Short range programs which the tribal council can implement to improve the immediate effectiveness of tribal government and management are:

- a) Prepare and adopt policy statements to govern the sub-delegation of authority between the tribal council, tribal council committees and the tribal administrative staff.



- b) Prepare and adopt operating procedures governing document flow and communications for all levels of tribal government.
- c) Prepare and adopt both policy statements and operating procedures for the transfer of responsibility for routine matters to the tribal administrative staff.
- d) Prepare and adopt an organizational plan for tribal administration based upon departmental and functional management concepts.
- e) Prepare and adopt rules of procedure governing the meetings of the tribal council.
- f) Prepare and adopt rules prohibiting the tribal council and individual councilmen from interfering in the administration of the tribal administrative staff.
- g) Provide for the compilation, codification, and publication of all tribal council ordinances and regulations, and provide for an annual supplement.
- h) Establish and maintain a personnel system including the adoption of personnel rules and the creation of a personnel board.



## CHAPTER V

### CITIZEN PARTICIPATION

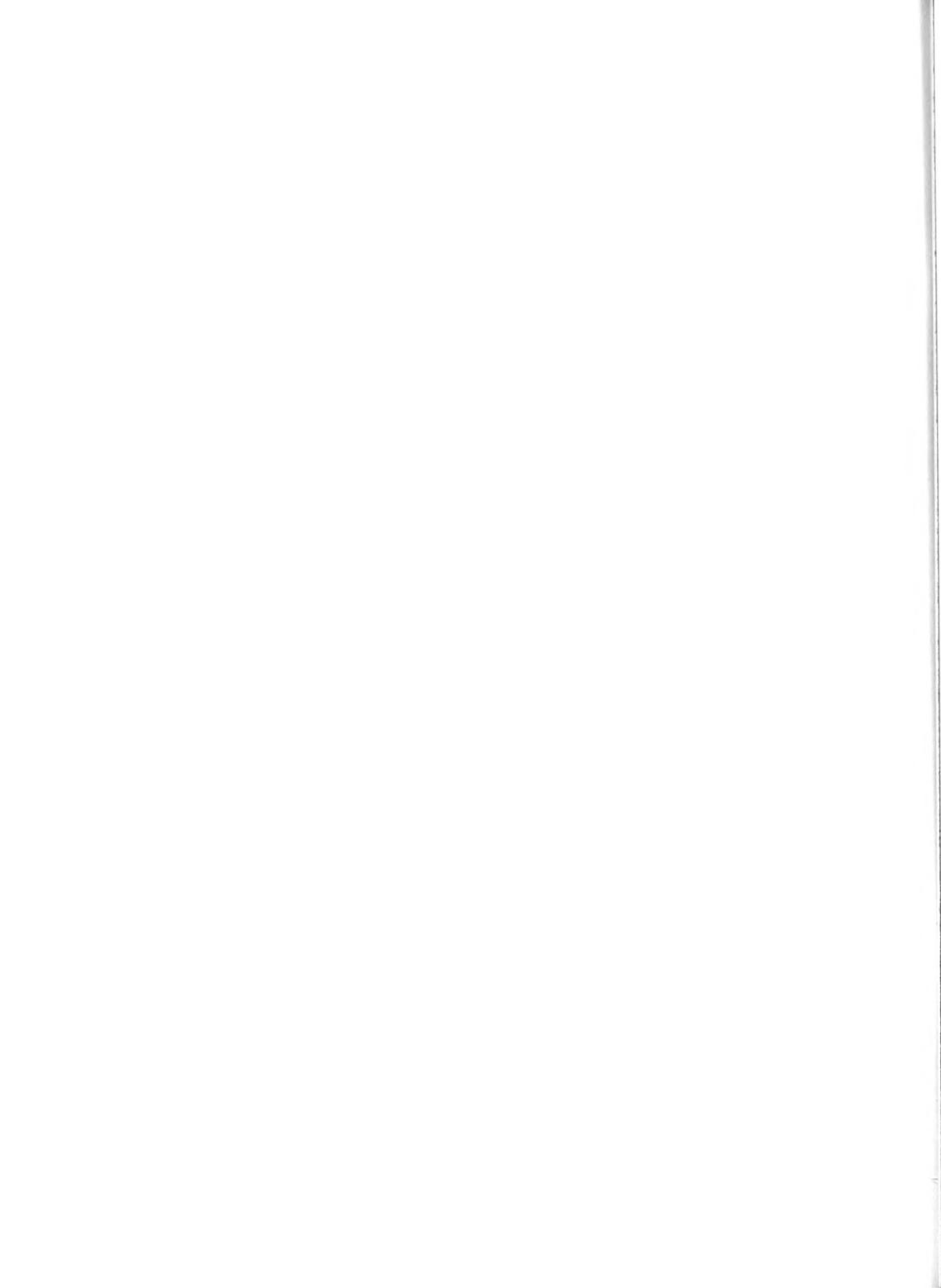
#### Goals and Objectives

The goals and objectives of the citizen participation program, are:

- a) To permit the residents of the Flathead Indian Reservation, and other concerned individuals, to participate in the planning process through contribution of ideas and presentation of needs.
- b) To develop an awareness on the part of the general citizenry of the importance and benefits of comprehensive planning and their role in the planning process.
- c) To establish a citizens Advisory Board for the purposes of providing direction to the planning staff; developing a communications link between the planning staff and the general citizenry; and implementation of a continuing planning program.

#### Program Narrative

The citizen participation program included several levels of citizen interaction. District meetings were held to facilitate citizen participation within their locale; advisory board meetings have been held to attract and encourage the more interested citizens to become actively involved in planning policy and decision making. Frequently, the planning staff has met with the Tribal Council, and Tribal Council committees to discuss the progress of the planning staff, to advise of program activities, and to obtain approval for recommended programs. Close coordination and communications have been maintained between the planning staff and administrators of various governmental programs affecting the planning area population. In addition, to incorporate



the views of the many citizens who comprise the silent majority, a questionnaire was prepared and mailed to randomly selected residents of the reservation. Other citizen participation activities included presentations to high school groups and publication of planning program articles in the tribal newspaper.

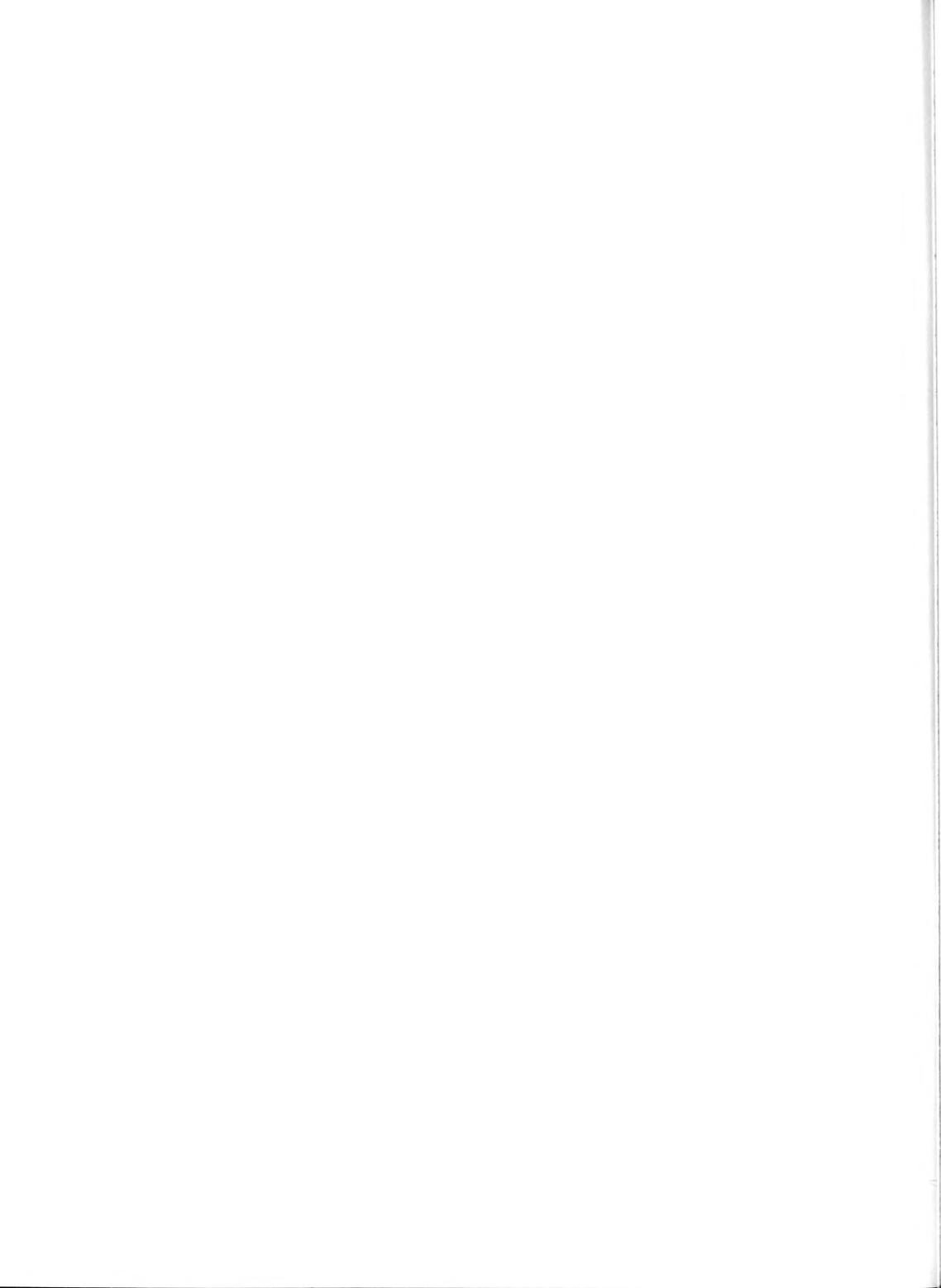
Citizens Advisory Board

During the first three months of the planning study the resident planner conducted a series of personal interviews and inquiries for the purpose of establishing a listing of planning area residents interested in serving on the Citizens Advisory Board. Subsequently, a Citizens Advisory Board consisting of nine members was established; One member from each of the reservations eight districts, and one member at-large. Also, two alternate members were appointed to the board. Between October 1972 and April 1973, a series of four meetings were held. The dates meetings were held are:

12	October	1972
15	March	1973
30	March	1973
26	April	1972

In general, attendance was mediocre. At the first meeting six of nine members were in attendance. At the March 15th meeting, total attendance numbered ten, five of whom attended the first meeting. On March 30th, attendance numbered ten, four of whom had not attended either of the two previous meetings, three of whom attended both of the previous meetings, and three of whom attended one previous meeting. The April 26th meeting was attended by seven persons; only three of whom had attended a previous board meeting.

Due to the lack of interest by the majority of members appointed to serve on the Citizens Advisory Board, the resident planner solicited attendance at the meetings of anyone deserving to participate. As a result, a total of twenty four planning



area residents participated in the series of four meetings. In retrospect the Citizen Advisory Board was neither a failure nor a success. Those residents who attended the meetings offered valuable suggestions concerning development, control, needs and objectives within the planning area.

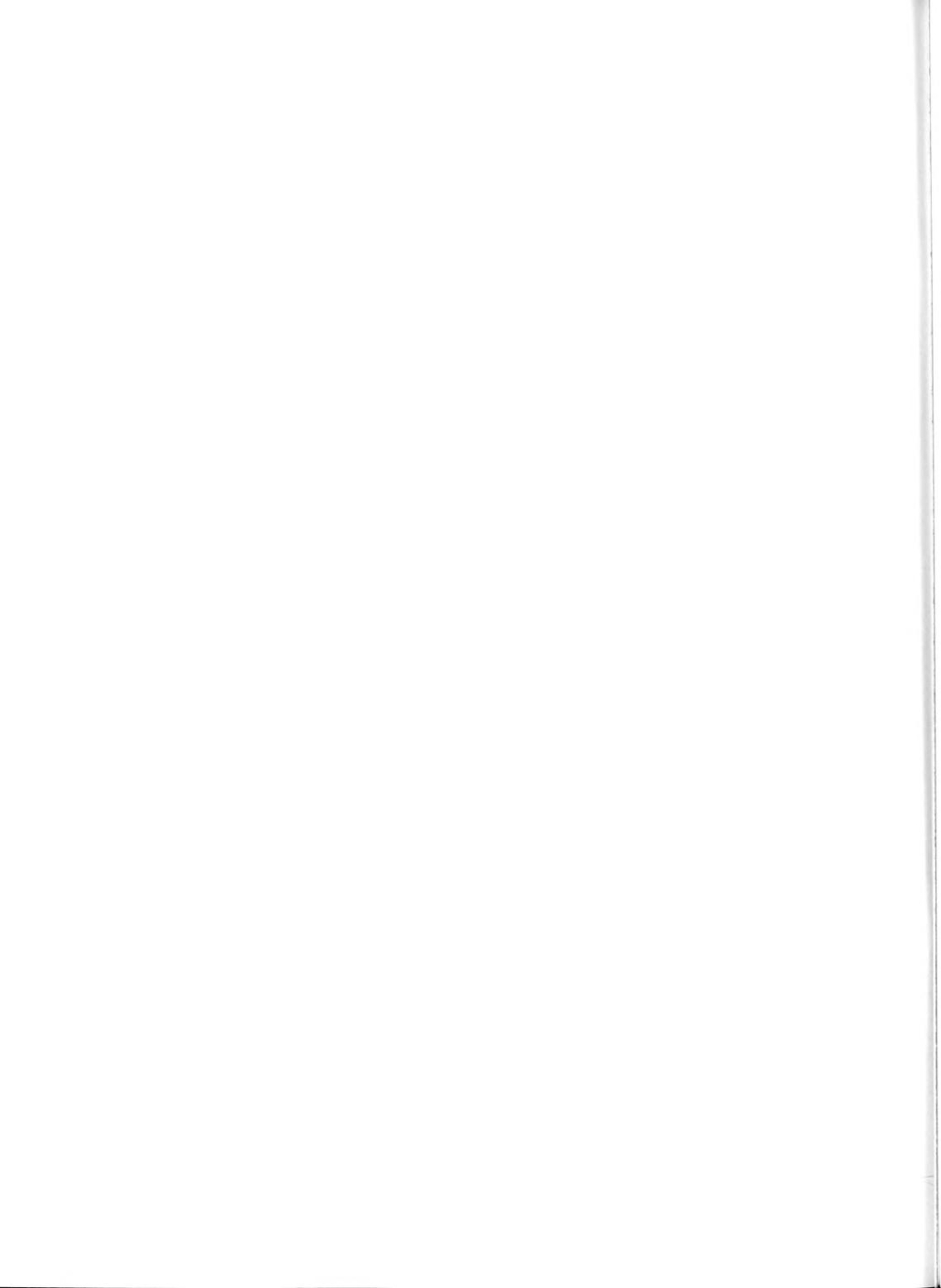
Some of the problem areas discussed at the board meetings were:

- a) Tribal Management Controls and Administration
- b) Land Use and Jurisdiction and Zoning.
- c) Water Rights and Water Quality
- d) Range Management
- e) Timber Management

At the suggestion of the board, rangeland inventories and classification and mineral exploration studies were recommended to the Tribal Council as worth while projects. The rangeland inventory and classification program to be accomplished by the Soil Conservation Services, at no cost to the Flathead Indian Reservation, was rejected by the Tribal Council. The Mineral Exploration Program, partly funded by the Flathead Indian Reservation, to be accomplished by Montana Bureau of Mines, was approved by the Tribal Council.

#### District Meetings

A series of district meetings structured to provide an introduction of the planning process to the planning area resident, to present and discuss program goals and objectives, and to provide a mechanism for plan review were held between October and December of 1972. Although the meetings were announced over the local radio station and in the local newspapers; the Char-Koosta, the Daily Missoulian and the Flathead Courier, and posters were displayed in the windows of local business establishments, attendance was poor to mediocre. The first meeting held at Dixon, Montana attracted three persons. The second meeting, held for the Arlee and St. Ignatius districts attracted twenty-five persons. In November, meetings were held in Polson, Elmo, and Arlee. Attendance was as follows:



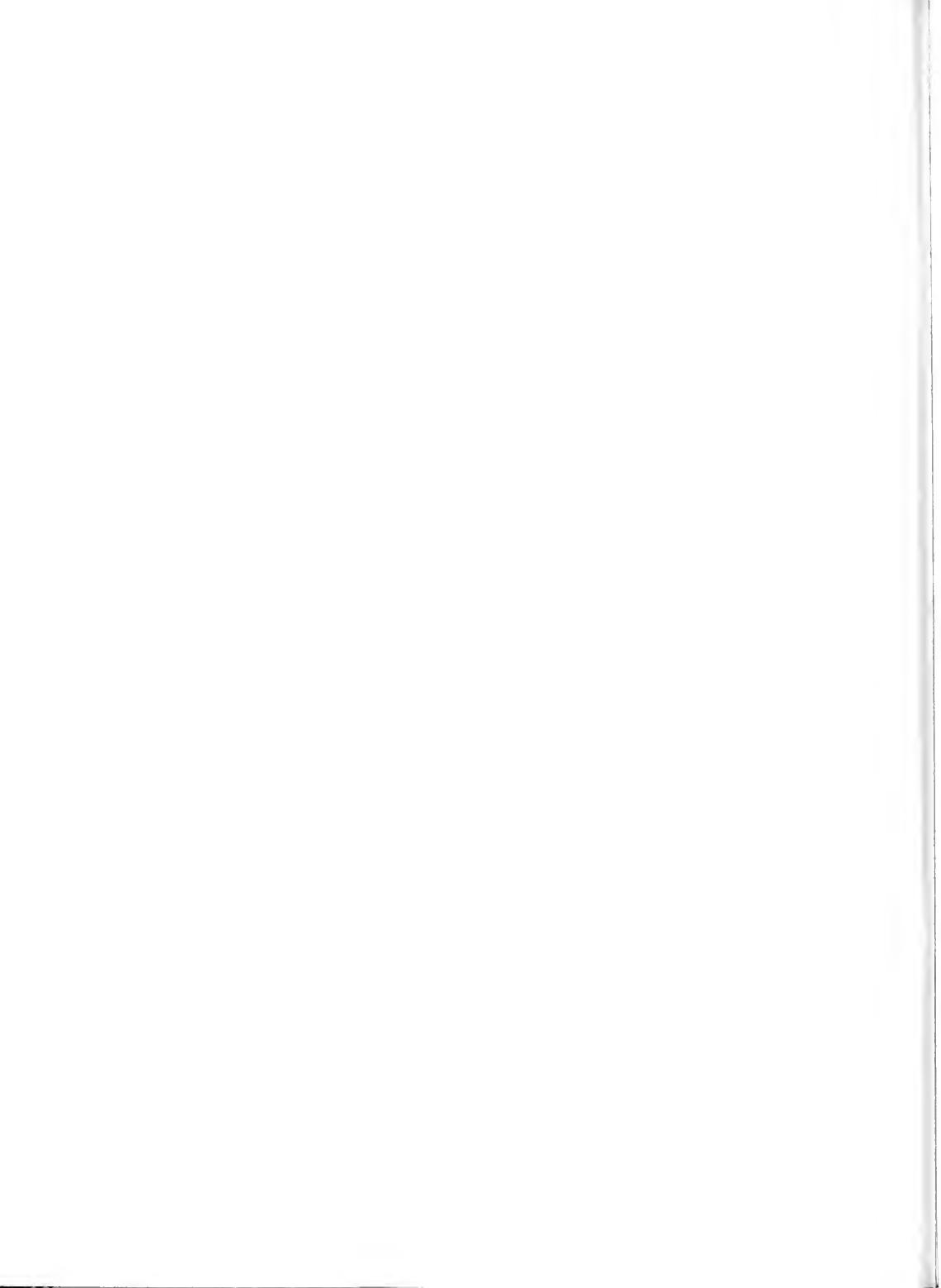
<u>Meeting Location</u>	<u>Attendance</u>
Polson	0
Elmo	25
Arlee	22

The final district meeting held in Polson on December 7, 1972 attracted 11 persons.

The usual format for the district meetings was to introduce the value of comprehensive planning by the showing of a film which vividly depicted the resultant effects of zero planning. The films presented were Bulldozed America and The Terrible News. Some of the attendants felt that the films had no relevance to the Flathead Reservation, others were able to associate similarities such as junked cars along the Flathead River, land fills along Flathead Lake, and water pollution of Flathead Lake with case studies shown in the films.

Those who attended the district meetings were definitely interested, and interesting. Comments such as "planning consultants are the only ones who received any benefit from planning" and "we have enough agencies already gathering data" were heard. However, most of the attendants were positive in their comments and offered suggestion for further study. Areas of concern, expressed at the district meetings are:

- a) Forest Management
- b) Housing
- c) Cooperation between Indian and Non-Indian, Tribal and Non-Tribal persons.
- d) Land Ownership
- e) Potable Water Supply
- f) Highway Safety and Tribal Jurisdiction on Highways
- g) Range Management
- h) Residential Land Surveys for delineation of Property Lines
- i) Integration of Job Opportunities and Resource Development
- j) Tribal Council Management
- k) Tribal Control of Development of Fee Lands.
- l) Lack of Playgrounds for Youth



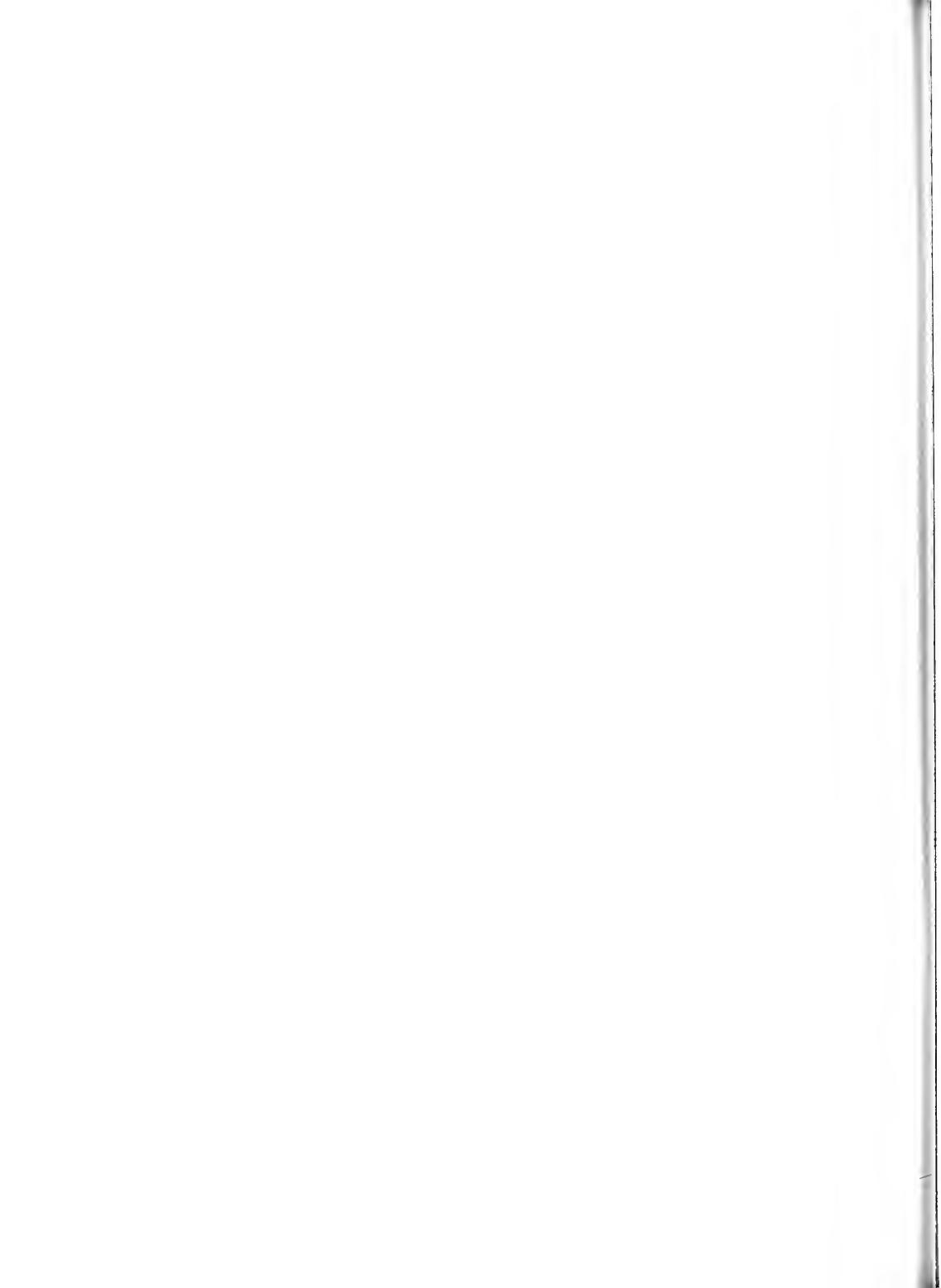
- m) Control of Disorderly Over-Crowded Developments.
- n) Education
- o) Law and Order

#### Questionnaire

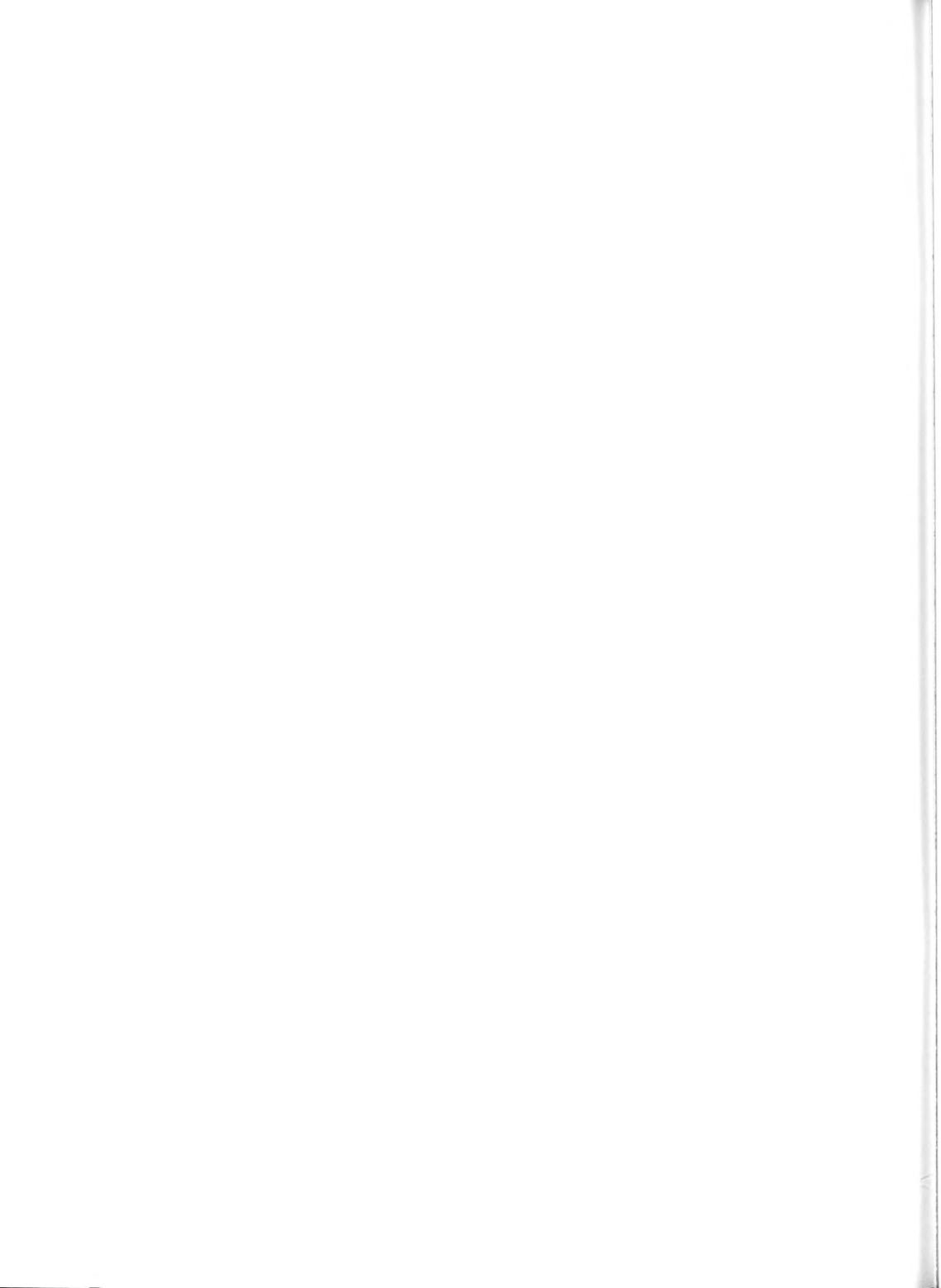
In order to increase the input from a larger segment of the planning area population a questionnaire for distribution through the mails was prepared. The third and final draft of the questionnaire, which was a joint effort between the planning staff and the Citizens Advisory Board, was completed in April, 1973 and mailed to 300 tribal members, age 18 and above-See Appendix B for Tribal Planning Questionnaire.

The questionnaire was intended to serve two purposes, to identify tribal member goals and to predict future stresses within the tribal membership. Unfortunately, response to the questionnaire was minimal, in spite of the fact that interviewers were hired to follow-up and assist with each questionnaire. Therefore, the results are mostly inconclusive. The numerical results of the seventy-one questionnaires returned are tabulated in Appendix B, Tribal Planning Questionnaire. In addition to the numerical results, certain general trends were identified and are listed below.

- a) Most respondents plan to live on the reservation; providing job opportunities are available.
- b) Most respondents believe that both government and development within the boundaries of the Flathead Indian Reservation are a sovereign right of the members of the Flathead Reservation.
- c) Most respondents are displeased with the present tribal administration and feel that professional assistance should be retained to assist the Flathead Reservation in development of governmental and management reforms.
- d) The majority of respondents believe off-reservation members should be allowed to vote, but are very divergent in their choices of types of issues to be open to off-reservation members. Nearly all of those respondents who commented on their response were of the opinion that off-reservation members were not knowledgeable of most on-reservation affairs to vote wisely.
- e) The majority of respondents are primarily concerned with the reservation's timber resource. Secondary concerns are water uses, game, and grazing.



- f) Most respondents, although favoring co-existence between tribal and non-tribal residents living within the reservations boundaries, believe the reservations membership should receive some benefits from non-Indian growth and development occurring on the reservation.
- g) Most respondents would prefer both the Bureau of Indian Affairs and the Flathead Irrigation Service to be more sensitive to the needs and desires of the Flathead Reservation members.
- h) Most of the respondents favor a much stronger role by tribal government; providing a more responsive and responsible tribal government can be formed.



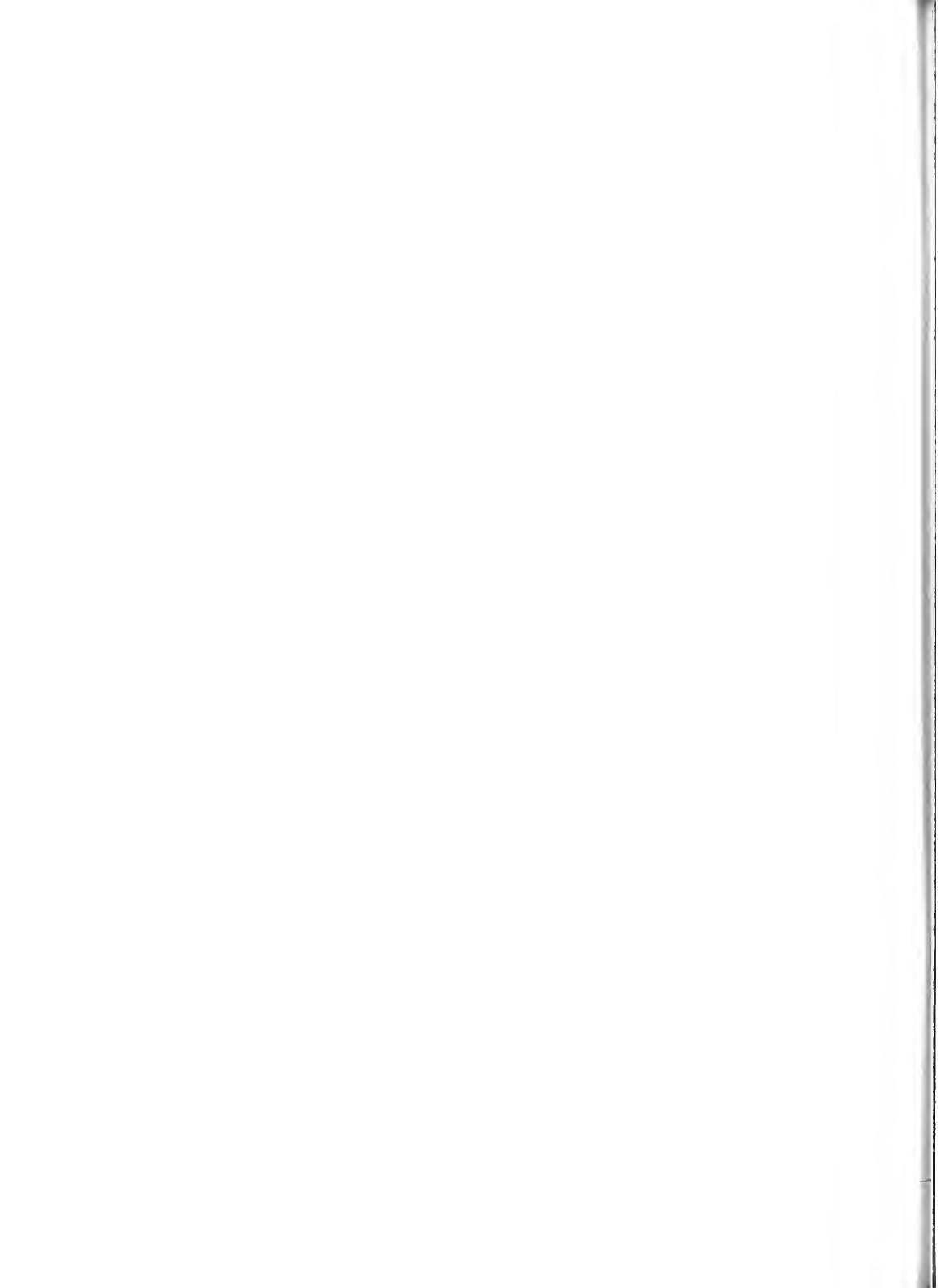
## CHAPTER VI. CONCLUSIONS AND RECOMMENDATIONS

The project planner working on the Flathead Indian Reservation organized a number of regional meetings, to obtain input by the citizens with respect to needs, desires, goals, and basic ideas. The result of these meetings brought forth many basic needs for community facilities or public services.

This report does not deal with all community facility needs. Instead, it highlights many of the economic needs for the reservation. These needs include shopping facilities, tourism facilities, and industries. The need for shopping facilities is based on retail trade potential in the counties of Lake, Sanders, and Missoula, as compared to existing facilities known to exist, based on land use surveys. Tourist facility needs are based on attendance records of public parks, traffic counts on roads and streets, and State Highways, and the natural attractions available on the reservation.

Industries employing Indians are lacking on the reservation; however, extensive research from U. S. Geological Survey records, Bureau of Indian Affairs Records, Tribal Records, and specific studies done at the University of Montana indicate that the natural resources available to support certain industries are extensive.

Housing statistics were developed in this project, and it was found that a shortage of adequate housing still exists on the reservation.



Preliminary plans and programs to guide the establishment and implementation for resource development are:

1. Development of retail trade facilities.

The Flathead Indian Reservation has very few retail trade outlets of all types, and a major study should be undertaken to determine where retail trade center or centers should be established, what the center or centers should contain, and methods of financing these centers.

The actual determination of floor space needed in the retail center or centers could be obtained, based on the distribution of population and tourist use of such facilities.

2. Development of tourist use facilities for the purpose of creating new jobs and Income.

A study of tourist use of state highway facilities, the destination of tourists, and the desire of tourists to stop along the way to visit specific sites or to stay overnight. It would be possible to develop both motel and resort facilities on the reservation as well as interest spots such as museums, entertainment centers, and the like.

Detailed studies of tourist needs, in conjunction with State and Federal statistics could generate new business development and establish new job potential.

3. Housing needs.

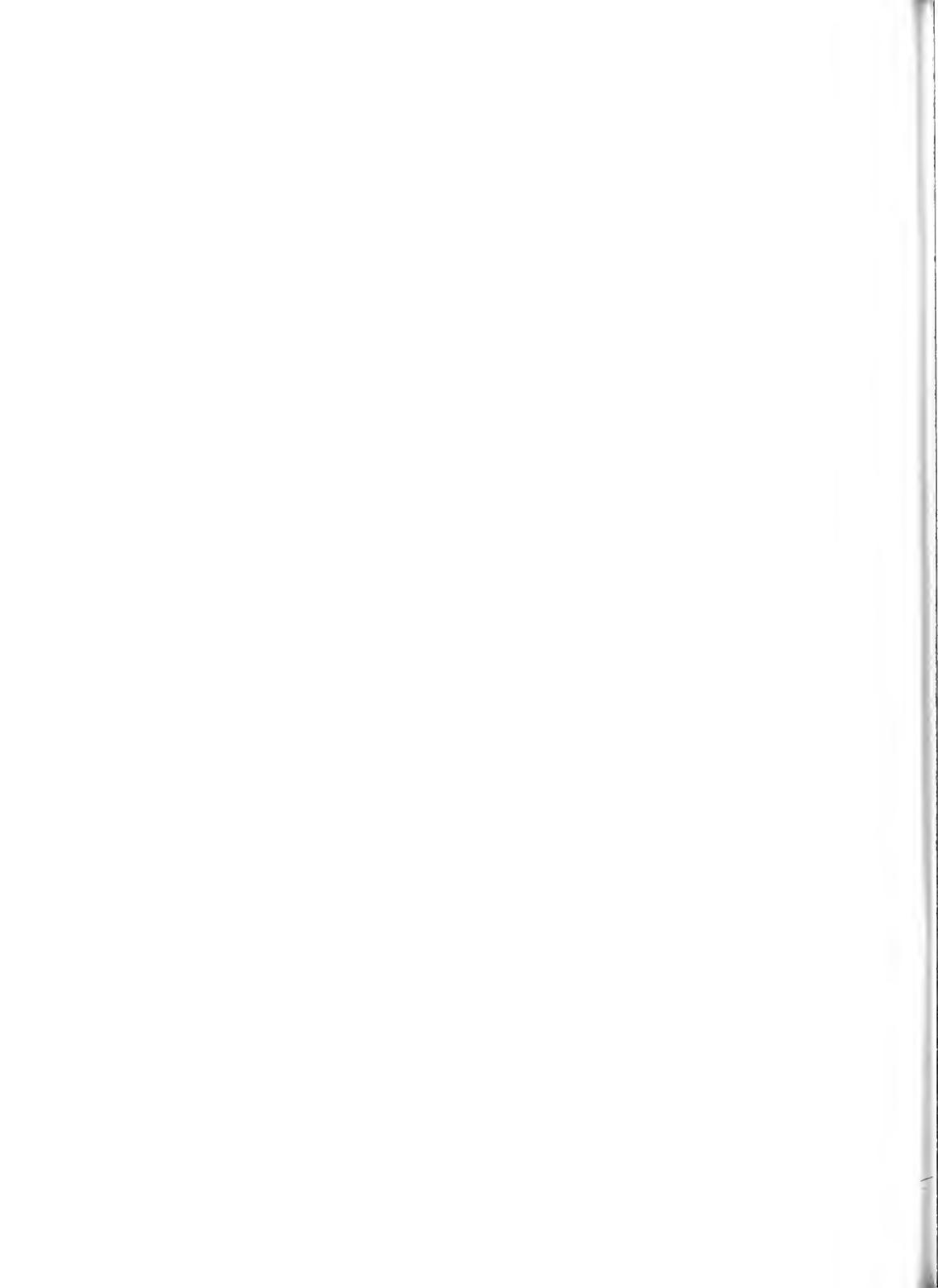
The development of new housing in the various centers of the reservation should be studied, based upon the deterioration of existing units, the ability to remodel existing housing units, the need to take care of an expanded population. Housing units, preferably, should be built wherever existing public facilities, such as sewer and water, are located. New housing, except farm housing, should be within in communities that do exist so that the new home owner could be served well by the community.

4. Community centers.

A need for the development of community centers exists and should be studies further, based upon the Indian population within the communities. These community centers should include facilities for meetings as well as counseling, youth activity programs, and other projects.

5. Recreation programs.

The development of tribal programs for the benefit of tribal members should be studied. Such a program would include utilizing many of the natural resources within the reservation. A parks and recreation board should be established to guide and direct the development of a reservation recreation program and industry.



6. Capital Improvement Programs.

The use of capital improvement programs enables the Tribe to schedule and phase various development programs, which cannot be undertaken in any one year. The development of a comprehensive capital improvement program by the Flathead Indian Tribal Council is an important element in the comprehensive plan. However, capital improvement programming for housing, community buildings and facilities, land improvements, homes, recreation facilities, industry and commerce is premature at this time since a general program to establish priorities, costs, funding sources, etc., has never been initiated.

7. Future planning.

Continuation of the comprehensive planning process should be continued utilizing the services of a professional, experienced planner residing on the reservation.

8. Government and Management.

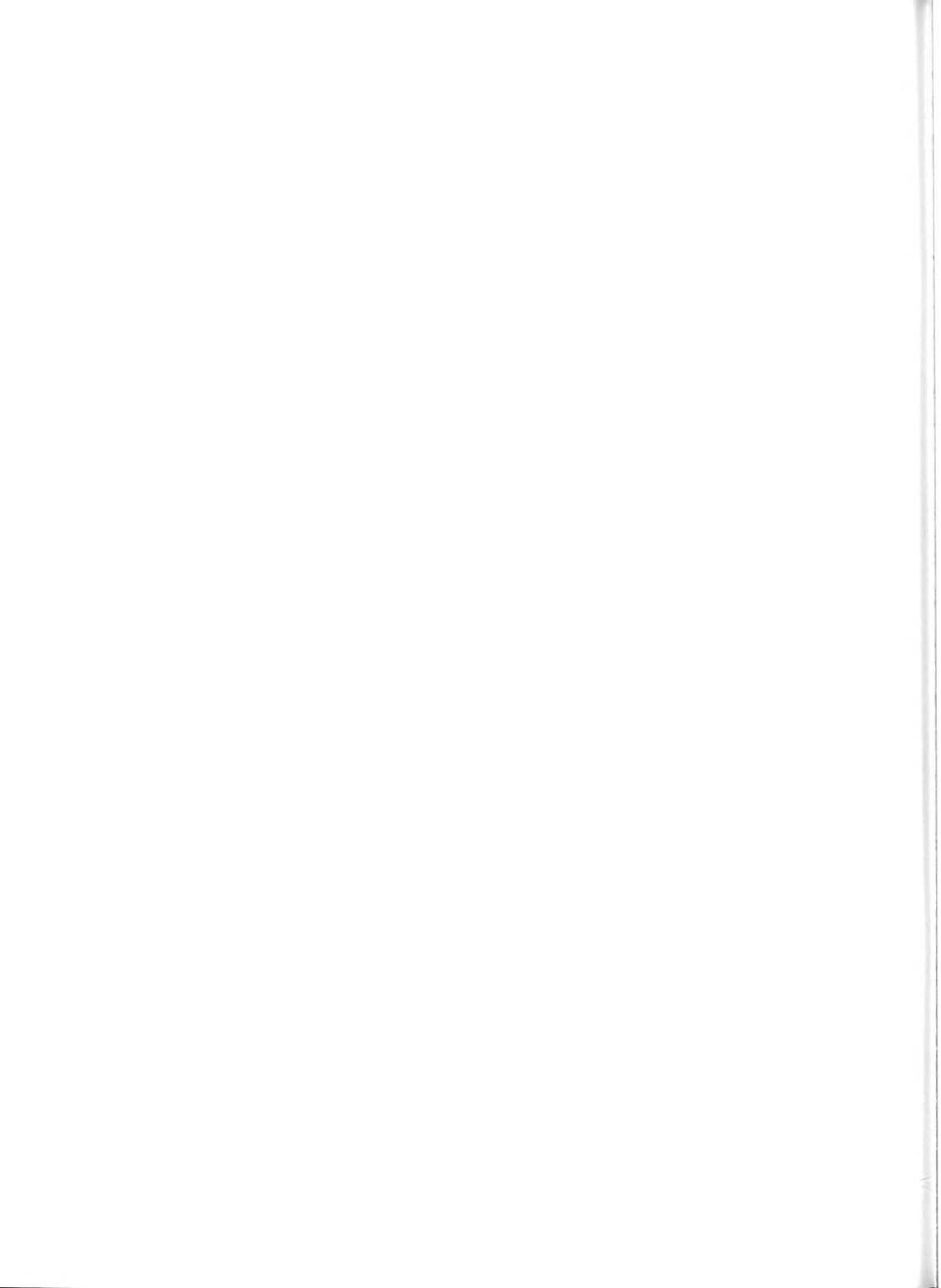
Tribal government and management should be thoroughly studied as regards organization, function and communication, and a revised administrative plan adopted and implemented. Too much routine business is consuming tribal council meeting time and as a result the council does not take the time to develop policy or the major issues of reservation rights such as land use, water rights, taxation, licensing, business development, planning, etc.

9. Range Management.

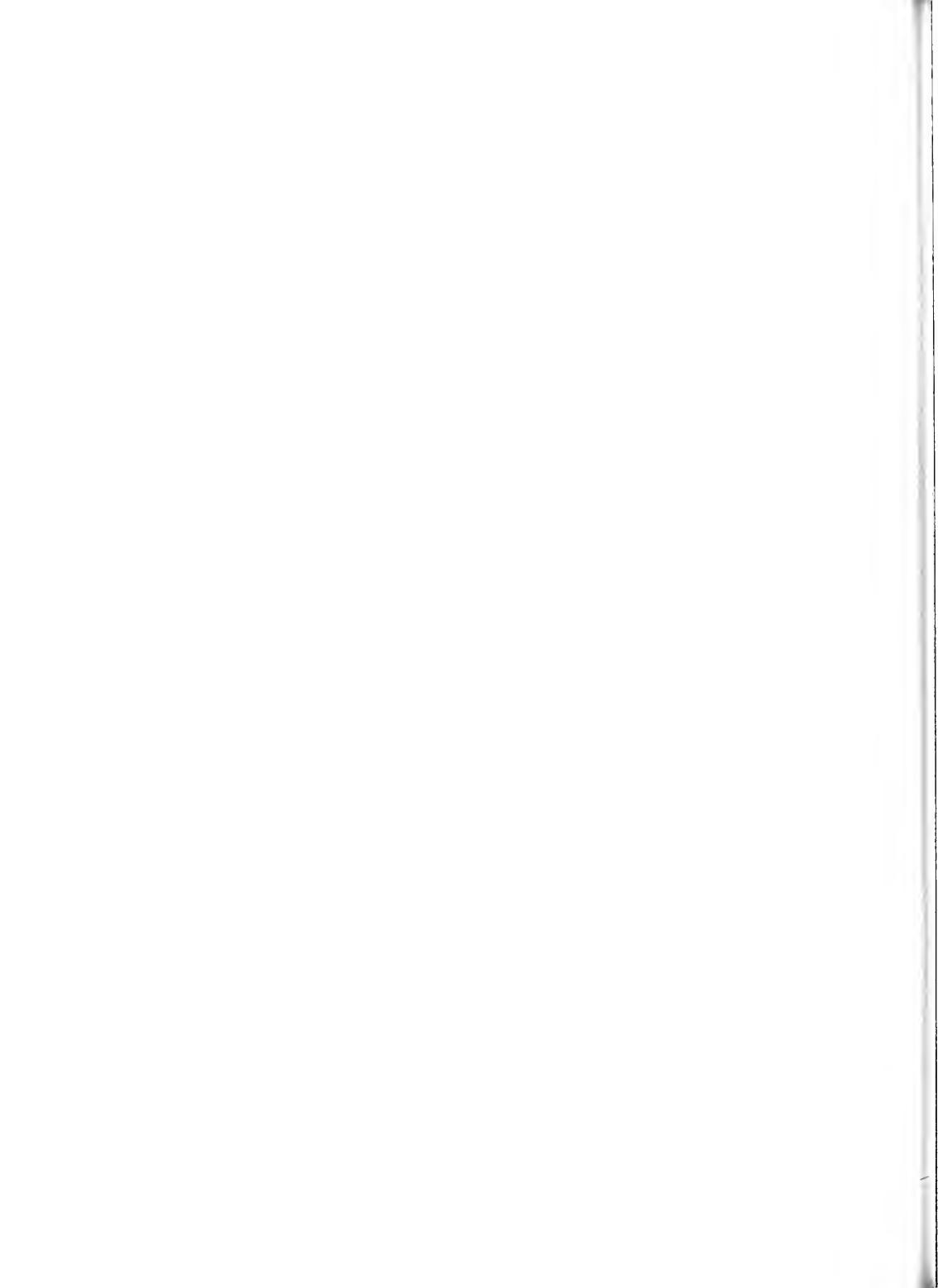
The Soil Conservation Service has offered to inventory tribal grazing lands. This inventory should be undertaken.

10. Mineral Development.

The Montana Bureau of Mines, as a result of the planning study, is currently under contract to explore mineral development potential. The results of this study should be carefully reviewed and continued exploration be undertaken if the results of the initial study are encouraging.



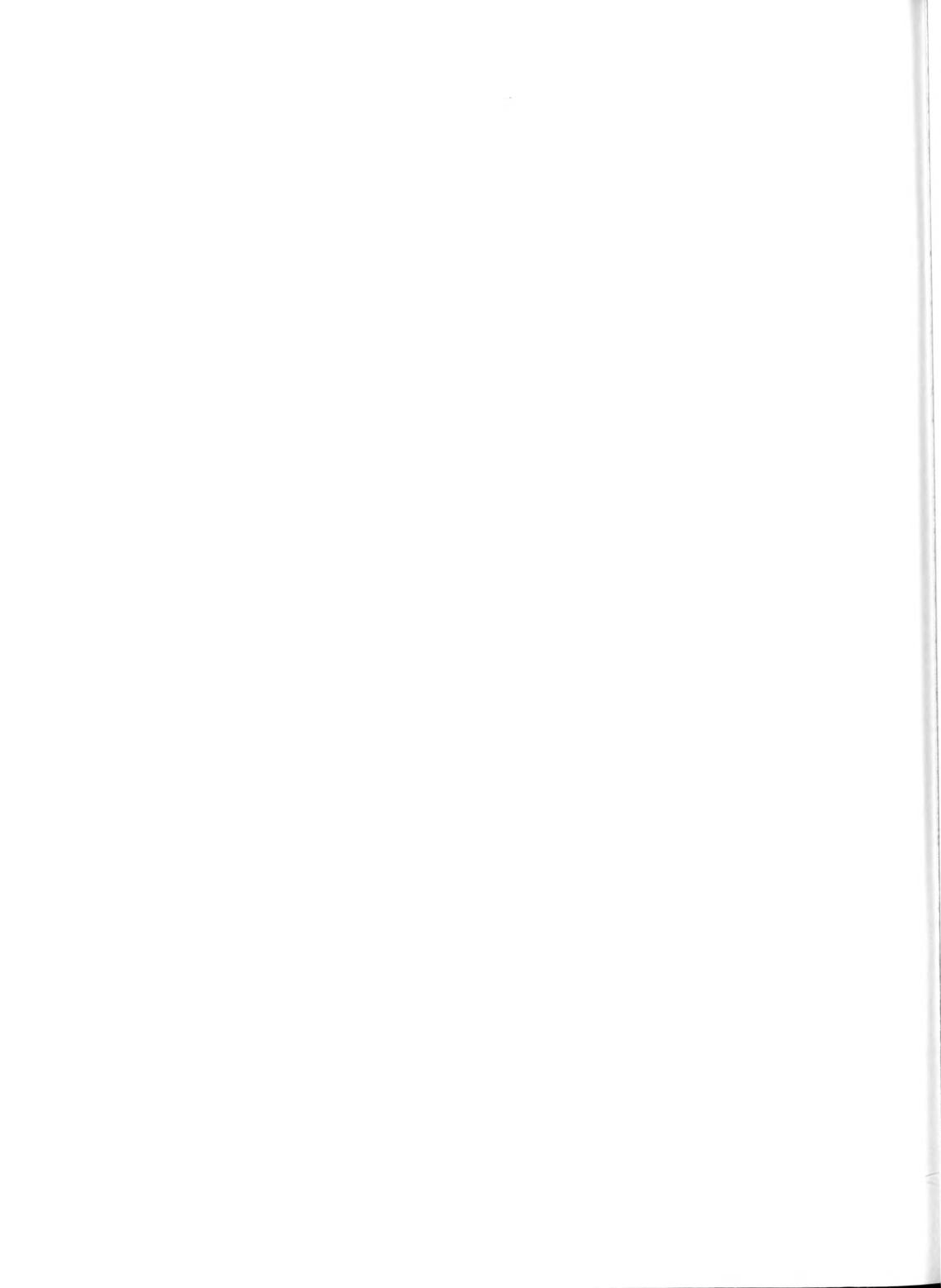
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## APPENDIX A. PLANNING MATERIALS BIBLIOGRAPHY

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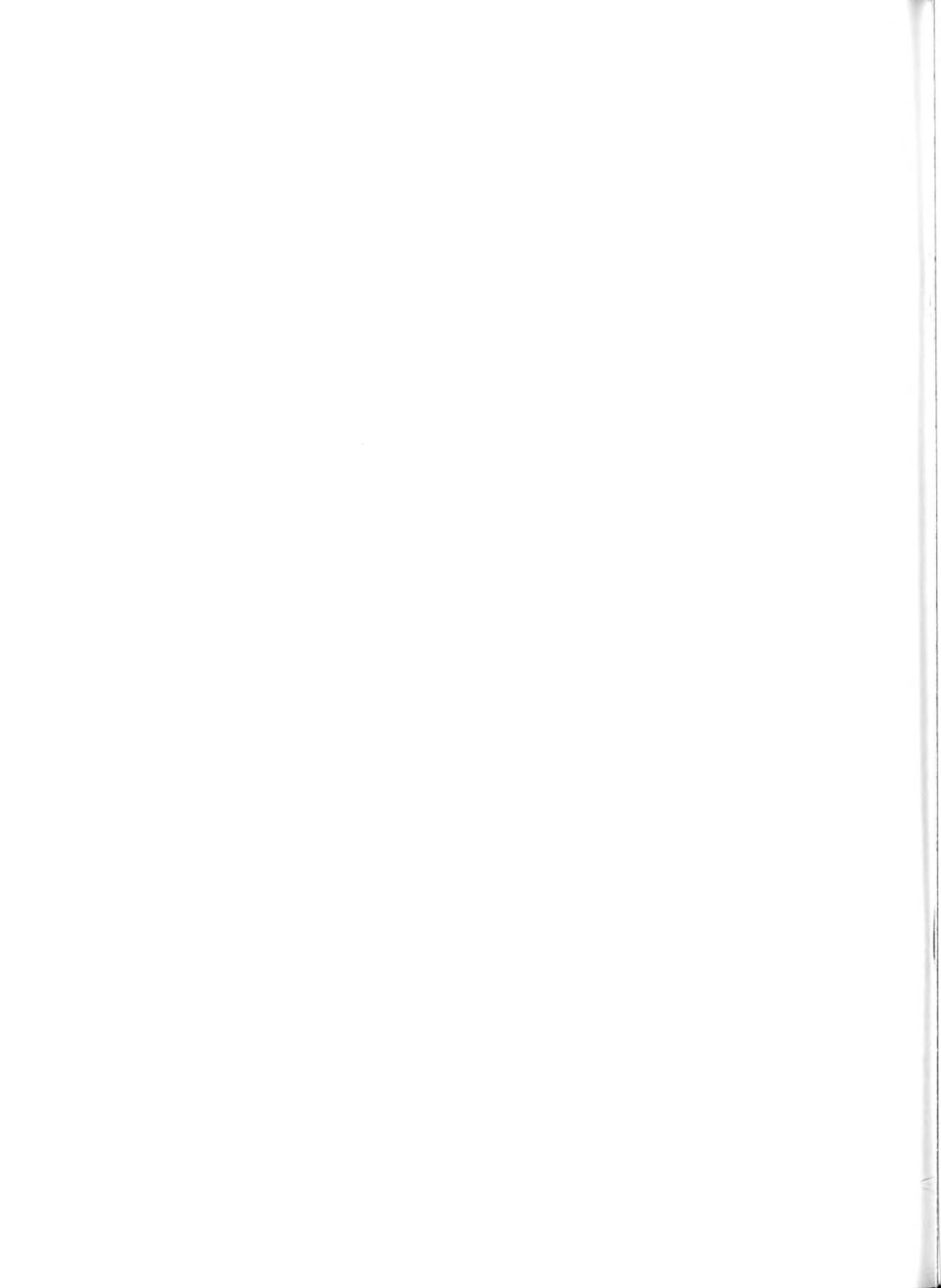
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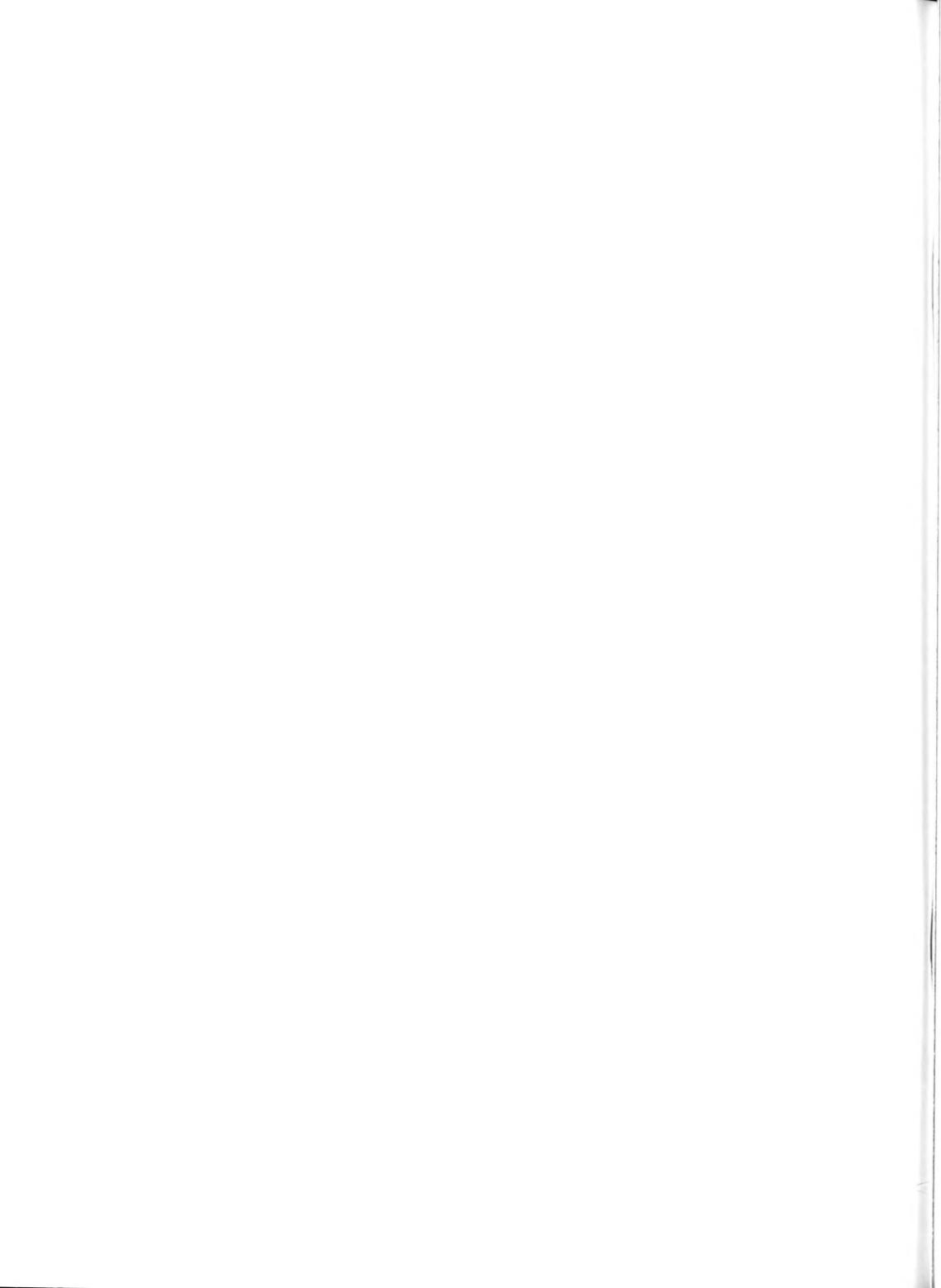
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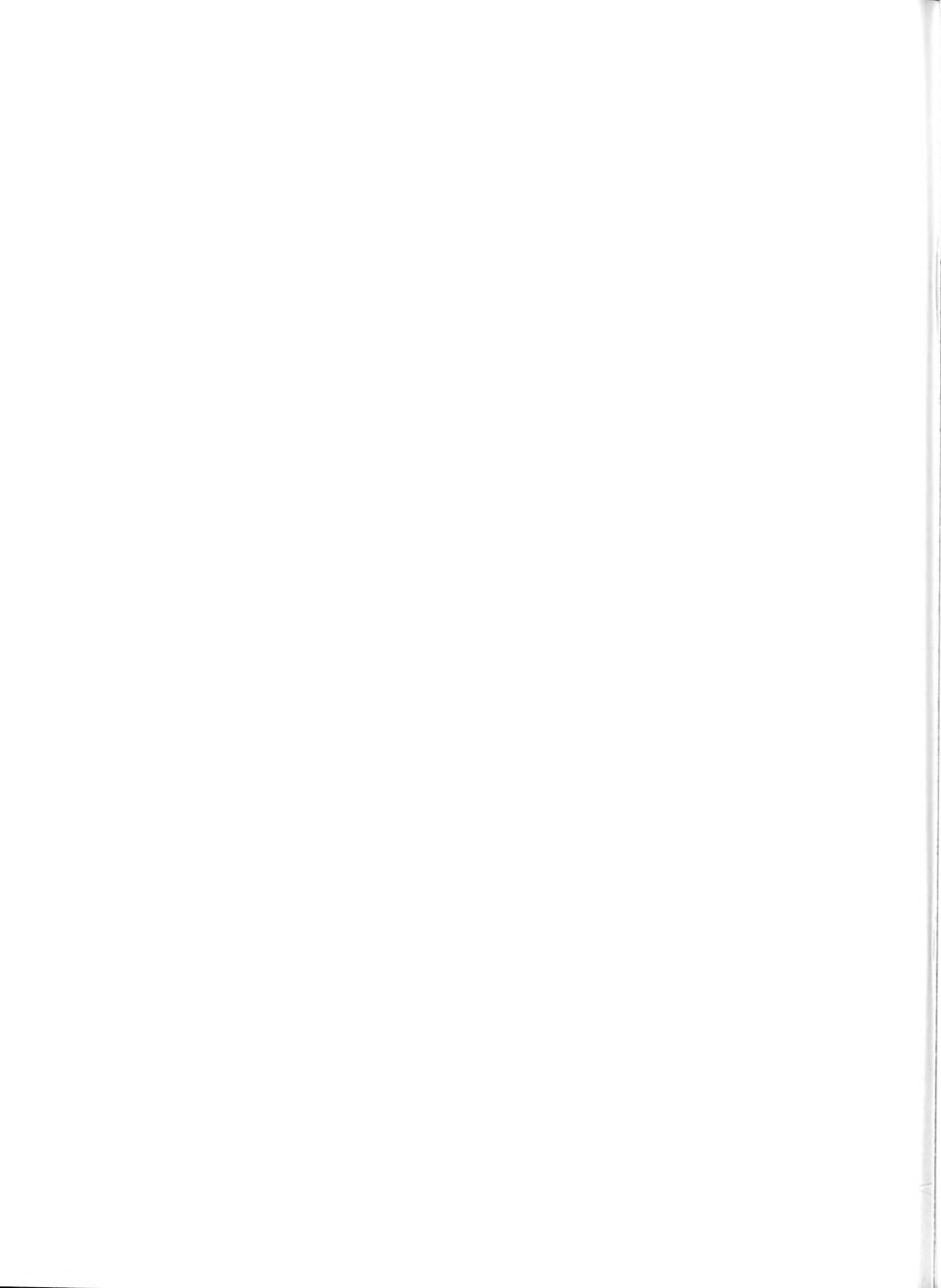
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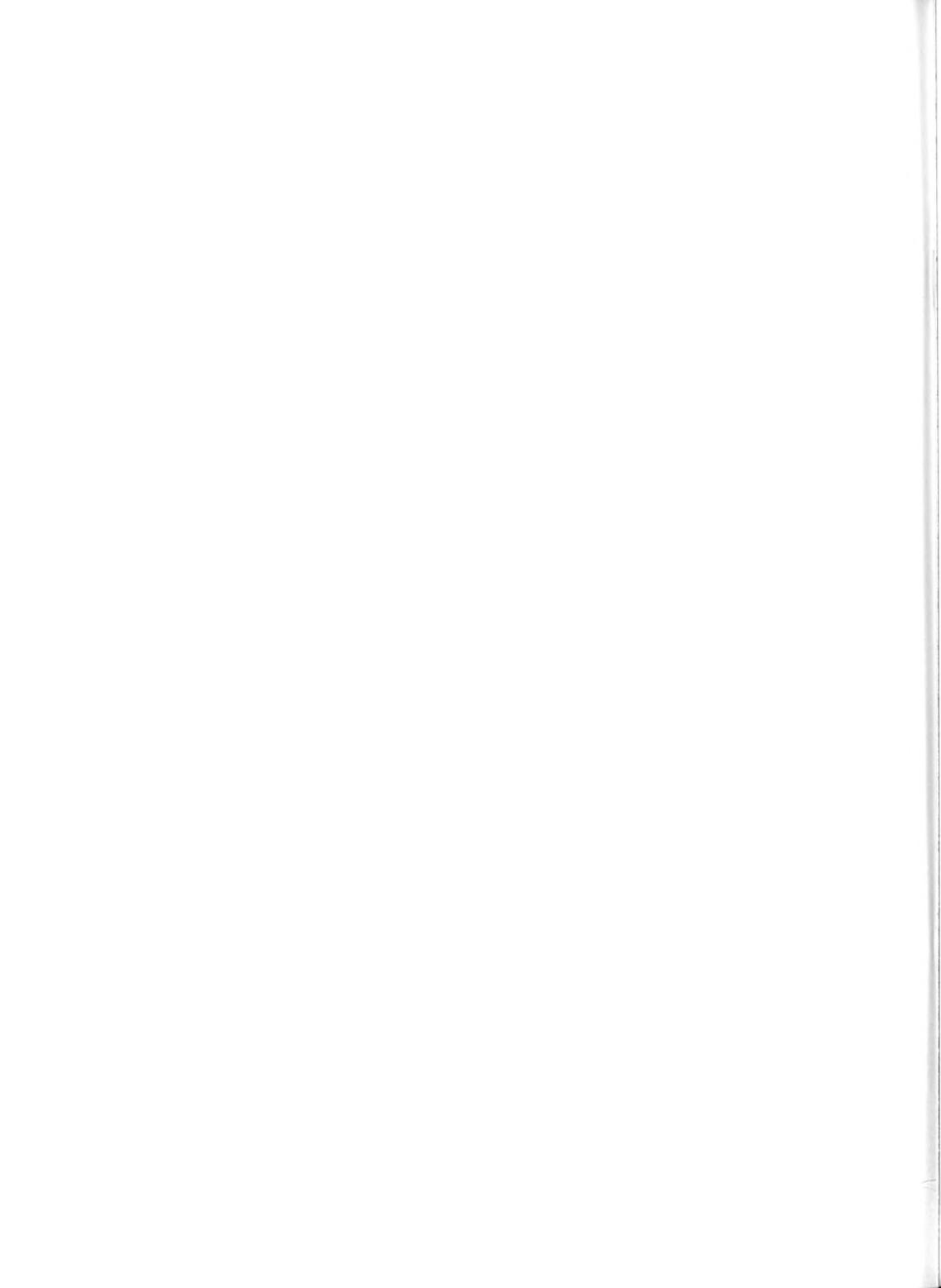
MAPS

Flathead Indian Reservation Relief Map

U.S.G.S. Quadrangle Maps, Flathead Indian Reservation

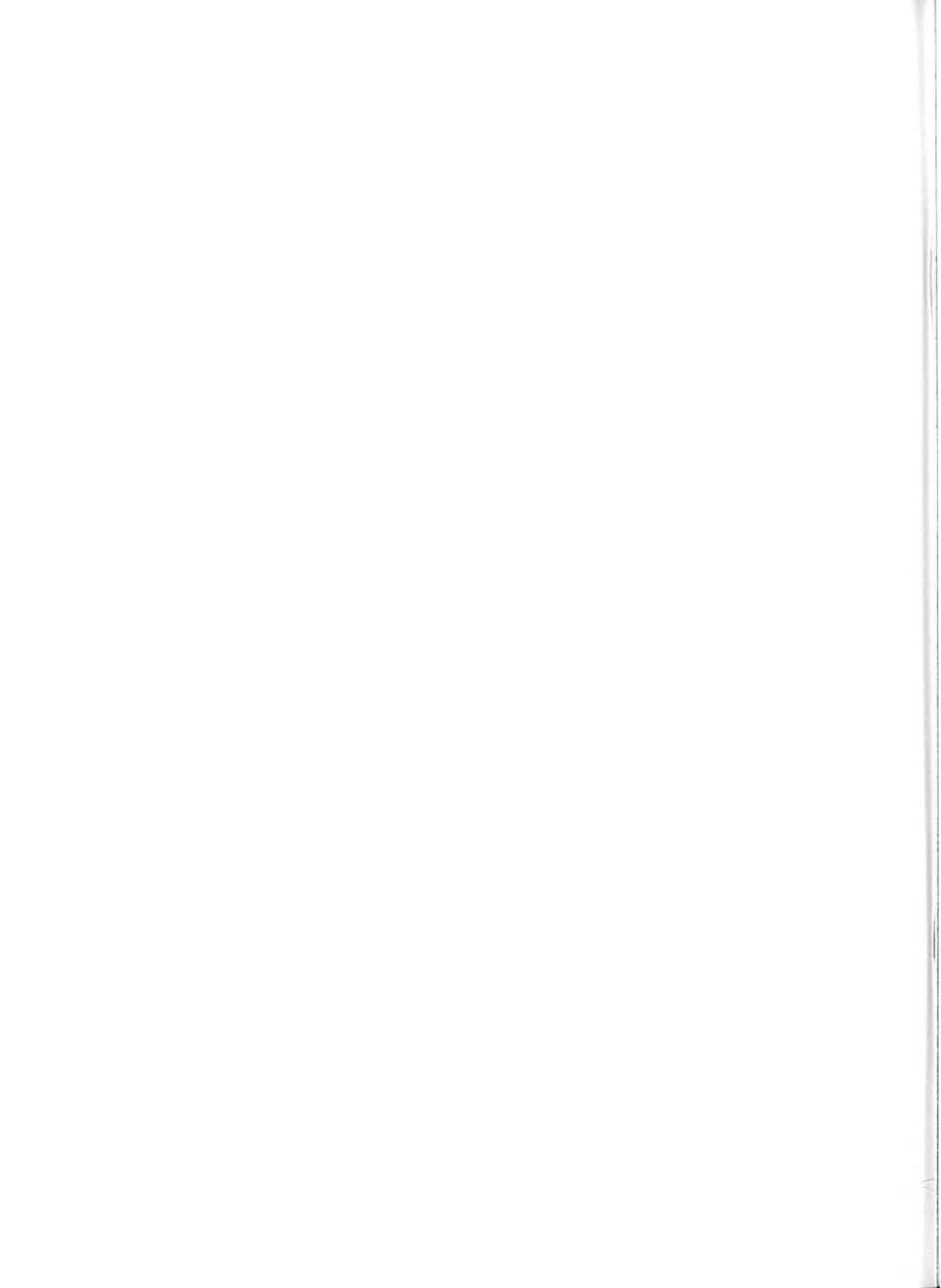
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MAPS, CONTINUED

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## APPENDIX B

10 \_\_\_\_\_

### TRIBAL PLANNING QUESTIONNAIRE March 1973

The purpose of this questionnaire is to help the Confederated Salish and Kootenai Tribes map out the best possible future for itself. The answers you give will be very important to your future and the future of your Tribe. Please give this questionnaire your strongest care, attention and thought.

1. Your age: 18-75 Your sex: 30 Male, 41 Female

2. Where do you plan to live in the future?

**(65)** On Reservation      **(5)** Off Reservation      **(1)** Undecided

3. What could cause you to move off the Reservation? (Check all the items that might apply.)

**(65)** Better employment off the Reservation

**(9)** Less drinking and bad influence for raising a family off the Reservation.

**(10)** Less discrimination against Indians off the Reservation

**(22)** Other: \_\_\_\_\_

\*\*\*\*\*

**(14)** No Response

### GOALS FOR TRIBAL ADMINISTRATION

1. In your mind what should the Confederated Salish and Kootenai Tribes be? (Check all the items you think should be checked)

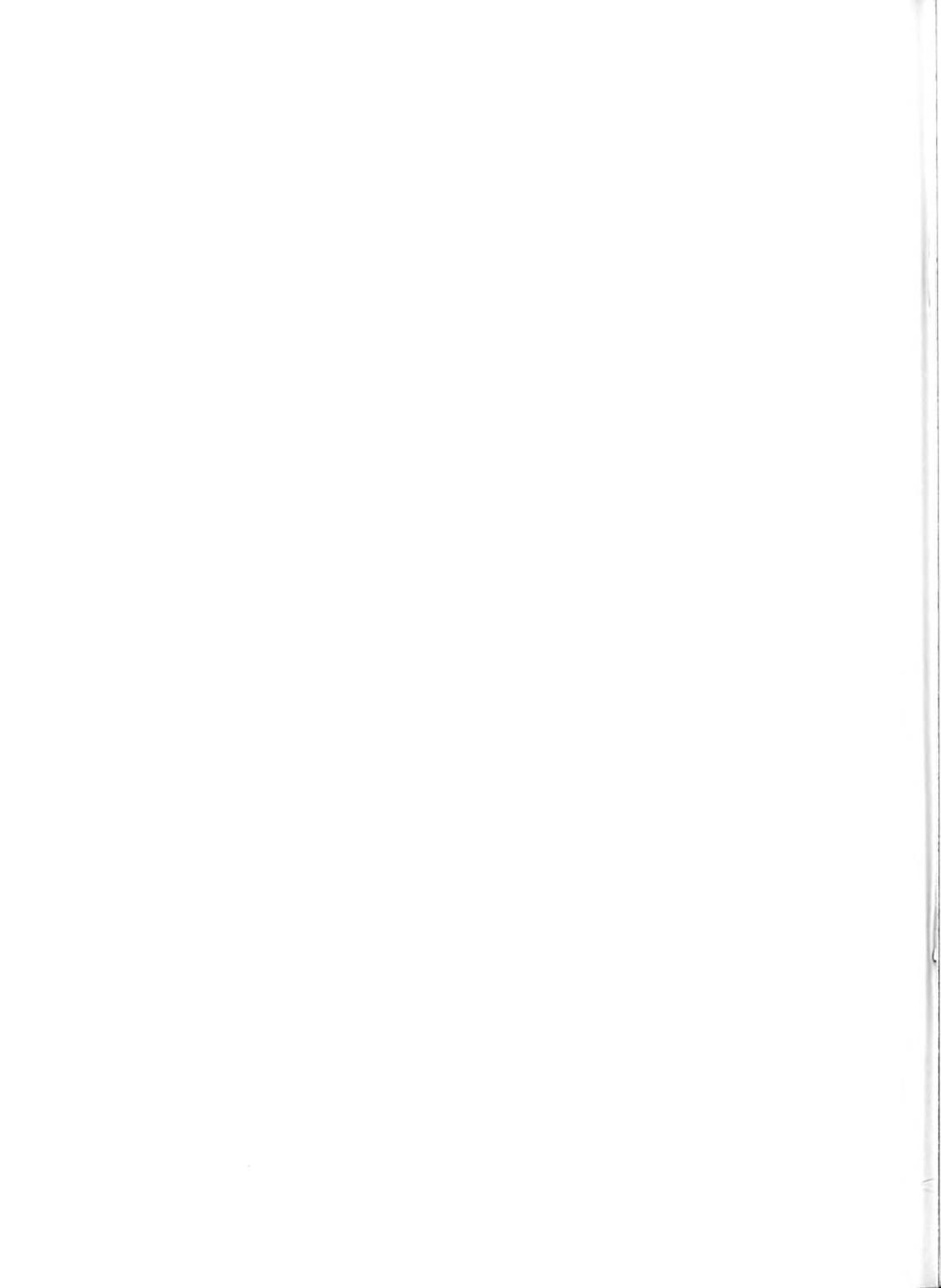
**(37)** A good government that regulates, protects and controls what any state or county government would regulate and control and protect. (Sanitation, roads, taxes, zoning, building codes fire departments, etc.)

**(26)** A good government that regulates, protects and controls only special Indian matters, such as Tribal enrollment and treaty rights.

**(48)** A good business that makes the most possible income for its shareholders, the Tribal Members.

**(49)** An organization that provides help such as jobs, loans and grants to its individual members.

**(16)** Other: \_\_\_\_\_



Planning Questionnaire:

2. How will the Confederated Salish and Kootenai Tribes become what you want it to be? (Check all the items that you think should be checked.)

(13) By changing the tribal constitution

(42) By an overall management study and plan

(2) By Kootenai and Salish groups operating independently of each other

(22) By developing new tribal programs

(52) By improving the operation of present programs

(32) By cutting management costs

(29) By increasing financial benefits to Tribal Members

(19) Other: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

3. Should tribal members who live off the Reservation have a vote in Tribal affairs? (Check all the matters on which off-Reservation members should vote.)

(13) Tribal Council elections

(28) Constitutional changes

(23) Money distribution

(13) Business decisions

(22) Other: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

(6) None of these

(3) No Response



Planning Questionnaire:

ANSWER THE FOLLOWING QUESTIONS AS IF THE CONFEDERATED SALISH & KOOTENAI TRIBES WAS OPERATING AS PERFECTLY AS YOU WANT IT TO OPERATE.

GOALS FOR THE LAND

Choice #1:

In purchasing land, what order of importance should the Tribe give to the following considerations? (Number from 1 to 3 in the order you choose.)

(1) 132 Try to buy lands next to other tribal lands  
(3) 91 Try to buy large quantities of land  
(2) 428 Try to buy land with the greatest dollar value

Choice #2:

If there was no other way to pay for improving tribal resources, would you be willing to receive less "per capita" to improve the following resources so that they might benefit you more in the future. (Check the items you would be willing to support.)

28 Grazing Land  
52 Timber  
38 Game  
25 Natural Christmas Tree cultivation in the woods

5 - No Response

If there was no other way to pay for developing new tribal resources would you be willing to receive less "per capita" to develop the following. (Check the items you would be willing to support.)

34 Legal rights to the use of water for irrigation, etc.  
35 Natural recreation areas  
29 Hydro-electric power sites  
25 Christmas Tree farming (in fields)  
12 Mining  
16 Geo-thermal (steam) electric power, e.g. Hot Springs  
10 Pelton Wheel electric power (forcing high altitude mountain waters into small pipes)  
11 Other: \_\_\_\_\_  
6 No Response \_\_\_\_\_



Planning Questionnaire:

Choice #4: (Select only 1)

(0) The Tribe should not cut any of its trees

(62) The Tribe should cut trees, but only the amount that will keep the forest at its present volume.

(14) Other: \_\_\_\_\_  
\_\_\_\_\_

Choice #5: (Select only 1)

Out of every 100 trees that grow, the Tribe should:

(41) Keep 50 trees for logging and give 50 trees to Tribal Members for Christmas Trees.

(12) Keep all 100 trees for logging

(0) Give all 100 trees to Tribal Members for Christmas Trees

(18) No Response

Choice # 6: (Select only 1)

The 8,840 acres of tribal land that would be flooded if the two Buffalo Rapids Dams are constructed should be:

(41) Flooded if the dams make more money for the Tribe than any present or future use.

(24) Not be flooded

(5) Other: \_\_\_\_\_  
\_\_\_\_\_

Choice # 7: (Select only 1)

Should the Tribe encourage tourists to recreate on tribal land if Tribal Members get jobs and income from this?

(54) Yes

(15) No

(2) No Response



Planning Questionnaire

Choice #8:

The size of the Tribe's population on the Reservation is staying about the same size because of Tribal Members leaving the Reservation. Should the Tribe try to find ways to help Tribal Members stay on the Reservation?

(48) Yes

(21) No

Should the Tribe try to find ways to help bring back Tribal Members living off the Reservation?

(30) Yes

(40) No

Choice #9: (Select only !)

The size of the non-Indian population on the Reservation has been growing steadily. The Tribe should:

(5) Encourage the growth of the non-Indian population

(43) Limit the growth of the non-Indian population

(23) Other \_\_\_\_\_

\_\_\_\_\_

Choice #10: (Select only !)

If you could have your choice, where would you put your house?

(20) Next to other houses in a residential plot with paved streets, and connected with public water and sewer systems and quick fire protection.

(47) Set apart from other houses with a well, septic tank, and only slower rural fire protection.

(5)



Planning Questionnaire:

Choice #11:

Whatever happens on non-Indian land within Reservation boundaries such as sub-development, could greatly influence the future condition of Indian lands and resources. But if the Tribe were to try and control the uses of non-Indian lands by zoning, etc., it would be very expensive to pay for record-keeping, inspection and enforcement. What should the Tribe do?

(34) Control land use on Reservation Indian lands only, seeking the cooperation of County governments to enforce similar land use regulations on Reservation non-Indian lands.

(31) Control land use on both Reservation Indian and non-Indian lands enforcing Tribal land use regulations if and when the counties do not cooperate.

(6) No Response

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GOALS FOR BIA

(Check any of the following that are applicable)

<u>Ronan</u>	<u>Irrigation</u>	
(3)	(8)	Operate as they are doing now
(15)	(23)	Let the Tribe operate the program with the use of the same federal money
(20)	(22)	Improve their way of conducting business
(32)	(38)	Put more Tribal Members in staff positions
(38)	(31)	Change the programs to better fit the needs of Tribal Members
(23)	(16)	No Response

(6)

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Planning Questionnaire:

GOALS FOR LAW AND ORDER JURISDICTION

Choose one of the following:

- (6) Leave it as it now is
- (21) Join the State in true concurrent jurisdiction which would allow the Tribe to arrest and prosecute non-Indians and the State to arrest and prosecute Indians.
- (36) Take over all Indian arrests and prosecutions, and white arrests and prosecutions that offend against Indian laws, leaving other white arrests and prosecutions to the State

(7) Other: \_\_\_\_\_

(4) No Response

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GOALS FOR THE YOUTH

One half of the Indian population on the Reservation is under the age of 19. If there was no other way to pay for developing youth programs, would you be willing to receive less "per capita" to develop the following. (Check the items you would be willing to support.)

- (25) Youth recreation programs
- (43) Youth education programs
- (26) Youth counseling programs
- (53) Youth work experience and vocational training programs
- (11) Other: \_\_\_\_\_
- (3) No Response

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